S. HRG. 100-382

YOUNG AMERICANS ACT OF 1987

HEARING

BEFORE THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

S. 476

TO PROVIDE ASSISTANCE IN THE DEVELOPMENT OF NEW OR IMPROVED PROGRAMS TO HELP YOUNGER PERSONS THROUGH GRANTS TO THE STATES FOR COMMUNITY PLANNING, SERVICES, AND TRAINING; TO ESTABLISH WITHIN THE DEPARTMENT OF HEALTH AND HUMAN SERVICES AN OPERATING AGENCY TO BE DESIGNATED AS THE ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES; AND TO PROVIDE FOR A WHITE HOUSE CONFERENCE ON YOUNG AMERICANS

APRIL 30, 1987

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE

79-947 WASHINGTON : 1987

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

S541-13

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YOUNG AMERICANS ACT OF 1987

THURSDAY, APRIL 30, 1987

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The Subcommittee met, pursuant to notice, at 9:39 a.m., in Room SD-430, Dirksen Senate Office Building, Senator Christopher J. Dodd (Chairman of the Subcommittee) presiding.

Present: Senator Dodd.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. The Subcommittee on Children, Family, Drugs and Alcoholism will come to order.

Once again, this year I look forward to this particular day. I think it is my fifth or sixth year in a row of hosting the annual Save the Children Day hearing. Each year, we set aside a day to hear from young people from this country, about the problems affecting them and their families. There is usually a theme or a particular topic that highlights this hearing, and once again today we will highlight a couple of issues.

You can already see we are beginning to gather our first panel of witnesses, but let me just take a couple of minutes and express my own views on why our young people are here today and the significance of it.

On Save the Children Day, the young people themselves travel to Washington to tell those of us in the Senate and in this city about their concerns. Today, we have young people who have come from New York and as far away as North Dakota. These younger witnesses also represent the concerns of Save the Children, which many of you know is a non-profit organization; and I am always delighted to be able to say, a constituent of mine in the State of Connecticut.

I want to tell you as well, how disappointed and sad we are that David Guyer is not with us this morning. Every year he has been here, but unfortunately David became ill when he was overseas and is not going to be able to be here this morning. David Guyer is one of the real forces behind this program worldwide and my hope for every one of you is that some day you will have a chance to meet him. I am sorry that he is not here today.

At any rate, we in Connecticut are very proud of Save the Children. I would like to tell our younger witnesses here today that six years ago, children very much like you gave Senator Arlan Specter of Pennsylvania and myself, the idea of establishing a Children's

Caucus in the United States Senate. It was our thought that it was about time that we had a group that represented the one out of every three Americans who are children.

There are some 63 million people who fall into the category of being a younger American, and yet we had no central focus, no central repository of information that we could gather about what was happening in your lives. You do not vote, you cannot hire lawyers, you do not hire lobbyists. Yet many things we were doing in Washington on a daily basis affected your lives, and so we thought it was important to try and put together a group that would be able to focus attention on your needs.

We have had a wide range of issues raised by Save the Children in the past several years, from the famine in Ethiopia, to hunger and homelessness in this country, to the plight of young people dropping out of high school and having children before their own childhood was finished.

This morning, our younger witnesses have decided that they would like to focus on three related problems: (1) alcohol and drug abuse; (2) housing and homelessness; and (3) poverty and youth unemployment. They would also like to focus on the Young Americans Act of 1987, a bill that would help the Federal Government and States to combat these critical problems being highlighted today.

I introduced the Young Americans Act on February 4th of this year. This legislation would insure that coming generations of young Americans will receive the education, the health care, and the attention that they need to be productive citizens. Identical legislation has been introduced in the House of Representatives by a Congressman who is very well known in this country, a Congressman by the name of Claude Pepper. Claude Pepper is normally associated with the problems of older Americans, but he has decided to also become involved in the problems of young Americans. He is kind of a young American himself. He is about 86 years young. You will never meet a Congressman or a Senator who has more energy than Claude Pepper, so having him on our side in the House of Representatives is going to be extremely important.

Our witnesses this morning will substantiate—I have read your testimony already—that far too many young Americans today are growing up at risk in the United States. The majority of poor Americans are children, and that is disgraceful in this country. One out of every four children under the age of six is now living in poverty in the United States of America.

We rank at the bottom of all twenty industrialized nations with respect to infant mortality, and we rank at the very bottom of all industrialized nations in terms of younger Americans being the poorest sector of our society. That just should not happen in the United States of America as we close out this century.

The bad news go on, unfortunately. This year, one out of every four students will leave high school without a diploma. In some cities, in some parts of the country, that number gets as high as 60 or 75 percent of young people not graduating from school.

Today, we have a visitor in our country, the Prime Minister of Japan, who is going to be here for a few days to talk about problems between Japan and the United States. In Japan, only about

one percent of all high school students drop out of school before getting a diploma. In the United States, it is almost 35 or 40 percent. How can we talk about this country being competitive with Japan, when our young people do not have the educational tools to be competitive?

And so it is very important, today, with Prime Minister Nakasone visiting the United States, that we are talking about the dropout problem in this country.

The Young Americans Act of 1987 is only one step toward a concrete and systematic plan to build an optimum future for all young Americans. We do strategic planning for every other area of critical importance in this country. We have long-term plans for the military, and wisely so, with the Joint Chiefs of Staff advising the President at every turn.

We enacted the highway bill earlier this month. It is appropriate to note that we have long-term plans for our nation's highways and bridges and tunnels, because they provide the infrastructure for our cities, and that is a good idea, too.

Well, children are also the future security of this country and the future infrastructure of our democracy. So it is about time, as far as I am concerned, that we get on with a comprehensive plan for the 63 million Americans who are children.

Very briefly, the Young Americans Act will do the same for children that the Older Americans Act has accomplished for our senior citizens.

By having the President appoint the Commissioner of the Administration on Children, Youth and Families; by setting up a Federal council to advise the President and Congress; and by providing for a White House Conference of Young Americans, to be held in 1990, we will at last elevate the problems of children to the highest levels in this country.

The bill would give grants to States to coordinate planning and to try new ways to prevent young people from growing up at risk. It also helps States set up an ombudsman program to oversee care for children removed from their homes; namely, those in foster care and juvenile correctional facilities. To ensure that preventive efforts will be at the cornerstone of the broad range of programs for children, we must have coordinated planning on the local, State and Federal levels.

In closing, both younger and older witnesses today will attest to the fact that programs for children represent the most critical investment we can make in this country. Without making that investment, we seriously jeopardize our ability to compete in world markets and maintain a strong national defense in the decades ahead.

Without improving parental care, we will never ensure a generation of healthy mothers and healthy babies. Failure to help communities establish after-school care programs will leave millions of latchkey children at risk of injuries, abuse and alienation. And young people who are never given an opportunity for a job will be less likely to hold one when they become adults.

So we look forward this morning to hearing from the Gallup Organization on the attitudes of the public about making such an investment, from a wide range of organizations playing a leadership

role on children and family issues, and from young people themselves.

Before I call our first panel of witnesses, let me just say that if any of my colleagues come in, we will interrupt and allow them to share some thoughts with us this morning, because I know they are interested as well in your program. In the meantime, we will insert into the record statements by Senators McConnell and Harkin, at this time.

[The prepared statements of Senators McConnell and Harkin follow:]

S T A T E M E N T

BY SENATOR MITCH McCONNELL

before the

SENATE SUBCOMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

A H E A R I N G

on:

S. 476: THE "YOUNG AMERICANS ACT OF 1987"

APRIL 30, 1987

Good morning. First, I would like to thank my good friend and esteemed colleague, Senator Dodd, for inviting me to participate in today's hearing on S. 476, the "Young Americans Act of 1987", which I have cosponsored.

I would also like to thank the young people who came here today to testify before Congress; your courage and insight are deeply appreciated by those of us who must develop solutions to the problems and dangers that you have identified. I hope that we can bring the same level of courage and insight to our task that all of you have demonstrated today.

As we all know too well, Congress tends to work in fits and starts. It jumps on an issue, usually because of a public scandal or outcry, or an alarming press story. Wonderful speeches are given, some bills are introduced, but in the end nothing happens. The

commitment lasts about as long as mint juleps on Derby Day; afterwards, everyone slinks off, hoping they didn't promise too much in the excitement of the moment.

Nowhere is this truer than with the protection of our own children. We were faced with an epidemic of missing and abducted children; so we put pictures of missing children on milk cartons. We were shocked by the sickening statistics on child abuse and neglect; so we set up some grant programs, asked for some studies, and then forgot about it. We required the National Center on Child Abuse and Neglect to perform a comprehensive analysis of child abuse in this country. It was due in October of 1986. It's still not ready. We asked them to prepare and disseminate information to State child protection agencies. They haven't been doing it. And who would really know whether they were living up to their commitments or not? Already, everyone has moved on to the next big issue, preparing more wonderful speeches about whatever today's headlines say.

The young people who shared their testimony with us today have told us that the problems children face now are worse than ever before. Currently, incidents of child abuse are increasing at the rate of ten percent a year. Reports of child sexual abuse are spreading across the country at a rate of over twenty percent a year. By the time our children reach the age of 18, one out of every ten boys, and two out of every ten girls, will be sexually assaulted.

We have heard that over one million children are reported missing each year; that figure hasn't changed. Some people try to excuse their lack of commitment by saying that most missing children are simply runaways, many of whom return home eventually. But how many of these runaways come back with permanent scars of sexual abuse and exploitation? How many of them are victimized by child pornographers, and coerced into prostitution? And where are the ones who don't come back?

We still don't know the answers to these questions; an incidence study that the Office of Juvenile Justice and Delinquency Prevention was supposed to finish last year has barely even been started. Though many states have established their own information centers on missing children, Federal coordination and support of these centers has been haphazard and directionless.

When I formed the Kentucky Taskforce on Exploited and Missing Children back in 1982, few of us realized the immense scope of the tragedy of child abuse and neglect in this country. Few of us saw then how child abduction, runaways, child pornography, child abuse, and drug abuse are all interconnected facets of one, vast problem.

One thing I learned from my work with the Kentucky Taskforce is that government has a vital role to play in protecting our children. Of course, any action we initiate has to recognize the inherent limitations of government: what it can and cannot do, and what it should and should not do. The first line of defense for protecting

and rearing our children must always be the family. But in today's society, we have to face the fact that some families perpetrate child abuse and neglect rather than protect their children; and some families can't provide for their children in a meaningful way.

The Federal government can exert the most positive impact by coordinating and supporting the efforts of States, localities, and private organizations. The President's Child Safety Partnership, which I served on, has prepared a set of worthy recommendations which urge the government to take a more active role in coordinating child protection activities, standardizing child protection terms, spreading information on prevention and treatment techniques, and bridging the gap between social services and law enforcement.

The lack of cooperation between human services and law enforcement agencies is one of the most fundamental weaknesses in our line of defense against child abuse and neglect. Even though the Department of Health and Human Services and the Department of Justice are only five blocks away from each other here in Washington, there is virtually no coordination between these two Agencies with respect to child protection.

The clearest evidence of the need for better cooperation is the way we treat runaways. Since 1973, police have been prohibited from detaining runaways for lengthy or indefinite periods. However, police are reluctant to let these runaways go, because there is often no secure environment that these children can go to after

their release. Although there is Federal support for runaway shelters, there is no requirement that the shelters be correctly used and maintained, or that the police transfer runaways to such shelters if there is no compelling reason to keep them in jail.

As a result, runaways are either held indefinitely, at the mercy of the criminals in jail; or released, at the mercy of criminals on the street. We must ensure, by appropriate language if necessary, that the oversight agencies established in the Young Americans Act have a mandate to improve cooperation between law enforcement and human services, so that our children are better protected and cared for.

The emphasis on coordinated government efforts is a key feature of the "Young Americans Act of 1987". This Act creates a Federal Council on Children, Youth, and Families, and provides for a White House Conference on Young Americans in 1990, to ensure that our youth are given sustained, top priority as we set future goals.

The historic 100th Congress will be focused on issues which touch deeply upon this Nation's future, from our world trade position to our Federal deficit. As we address these weighty matters, we must not forget that our own children are the most important part of this future. If our children are to be free to reach their dreams, we are going to have to wake up, and make a sustained, meaningful commitment to the protection and care of young Americans.

Thank you.

STATEMENT BY SENATOR TOM HARKIN
YOUNG AMERICANS ACT OF 1987

Thank you Chairman Dodd for calling this hearing today to address the issue of child welfare. Not since the 1960's, before the War on Poverty, have so many children and youth been faced with the grim realities of poverty and the limitations it causes on young lives. The Young Americans Act addresses the problems of child health, safe shelter, education, employment and civic activities; all of which are pressing issues for our youth in the 1980's.

Child poverty is a growing problem in our society. Children displaced the aged as the poorest age group in 1974, and since then child poverty has grown deeper and more widespread. The number of poor children in 1983 totaled 13.8 million. The incidence of poverty among children climbed more than 50 percent from 1973 to 1983, reaching the highest level since the mid-1960's, with children being the poorest age group. More than half the children in female-headed families are poor.

We are only beginning to uncover the extent of child abuse- both physical and sexual- in our society today. The emotional scars of abuse will last far into the future. We need to assure competent and comprehensive resources to assist these children. In my own home state of Iowa, child abuse referrals nearly doubled between 1980 and 1985.

There are an increasing number of homeless youth and runaways. An October, 1983 national survey by the Department of Health and Human Services estimated that 1.3 to 1.5 million children and youth ran away or were forced to leave home each year. In the same study it was found that 36 percent of the youth ran away due to physical or sexual abuse. In 1984, runaway youth shelters funded by the Federal Runaway and Homeless Youth Act served 60,000 children and served an additional 245,000 one-time, drop in youth.

The Federal Government has not always provided a cohesive set of resources for youth services. The legislation Chairman Dodd is proposing, The Young Americans Act of 1987, would provide a cohesive set of resources for the young people of this country. We must realize that the children and youth of this country are the most important resource we have.

Senator DODD. Once again, we welcome all of you here this morning. Our first panel has already taken their seats in the front row. Let me tell the audience who you are.

First of all, as I mentioned earlier, you are going to be talking about drug abuse and alcoholism, youth unemployment, poverty and homelessness. With you, as a moderator, is someone who has been active on these issues for years. She is the Honorary Chair of the Board of Directors of Save the Children, and she and I have worked together on numerous projects, including this one—Marjorie Benton. We are delighted to have you here with us this morning again, Marjorie.

And with her are her panel of witnesses, and if I mispronounce a name, you tell me. We have Ira Mexicano—did I pronounce that correct?

Mr. MEXICANO. Yes.

Senator DODD. Ira, it is nice to have you with us. Ira is 17 and from Tuba City, AZ. Is that right?

Mr. MEXICANO. Yes, sir.

Senator DODD. Next is Deena Blase. Did I pronounce that right?

Ms. BLASE. Yes, you did.

Senator DODD. Deena is age 14, and she is from Sells, AZ. Is that right?

Ms. BLASE. That is correct.

Senator DODD. And then it is Holly Lenita Willis; is that right?

Ms. WILLIS. Yes.

Senator DODD. All right, and she is from Poplar Grove, AR; is that right?

Ms. WILLIS. Marvell, AR.

Senator DODD. Marvell. All right. I have Poplar Grove, I am sorry. Marvell. And Michael Nieves.

Mr. NIEVES. Nieves.

Senator DODD. Nieves, from Bridgeport. I should be able to pronounce that right, if you are from Bridgeport, CT. I got Arizona right and I got Arkansas right, I had better get Connecticut right. [Laughter.]

And Michelle Vialpando. Is that right?

Ms. VIALPANDO. Yes.

Senator DODD. From New Mexico, Canones.

Ms. VIALPANDO. Canones.

Senator DODD. Canones, NM. And Phillip Wilkie; is that right?

Mr. WILKIE. Yes.

Senator DODD. From Belcourt, ND. Is that correct?

Mr. WILKIE. Yes.

Senator DODD. All right.

We should have more microphones but I want you to share that microphone.

Marg will begin, and then if you would pass that microphone on down to Ira, we will be glad to hear your testimony. Then I will have some questions for you.

STATEMENT OF MARJORIE C. BENTON, HONORARY CHAIR, BOARD OF DIRECTORS, SAVE THE CHILDREN FOUNDATION; IRA MEXICANO, TUBA CITY, AZ; DEENA BLASE, SELLS, AZ; HOLLY LENITA WILLIS, MARVELL, AR; MICHAEL NIEVES, BRIDGEPORT, CT; MICHELLE VIALPANDO, CANONES, NM; AND PHILLIP WILKIE, BELCOURT, ND

Ms. BENTON. Thank you, Senator Dodd.

I am Marjorie C. Benton, Honorary Chair of Save the Children.

This week is special for us, Senator, because it is the tenth anniversary of Save the Children Week in Washington, DC, and to celebrate this occasion we have with us today twelve kids from our programs from all across the country.

They want to convey to you their concerns and their hopes for the future. The question before us today, as you have articulated, is can we continue to have a nation at risk because one out of every four children live in poverty.

Of course, the answer is no. Fortunately, we have local and Federal agencies, committed individuals and many fine private voluntary organizations who are working in support of children.

Save the Children is such an agency. We work in partnership with communities and families to give children a chance, a boost up, to help them enjoy a healthier and better life.

Now, Senator, let us hear from the experts themselves, the kids, and our first witness is Ira Mexicano. You know he is from Tuba City, AZ. He is a member of the Navajo Nation. I think you would like to know that he has organized the first ever Youth Conference in Tuba City, and he is involved with the student council and he plans to enter the ROTC.

Senator DODD. Wonderful.

Ms. BENTON. Ira?

Senator DODD. Ira, you have got to speak up loud and clear now. Okay?

Mr. MEXICANO. Okay. Good morning, Senator Dodd. Thank you, Ms. Benton.

My name is Ira Mexicano and I am 17 and I am a Native American of the Navajo Tribe. First of all, I would like to say that I have been chosen as a Save the Children delegate because of my interest in the youth in our community.

I come from Tuba City, which is probably the largest Native American town in the United States, and this community is 8,000 and 10,000. The interesting part is their social bracket is relatively 17 years old, so the youth is a very important part of the future of this community, and the opportunities in our community are relatively limited in the areas of business and youth centers.

It has been brought to my attention that the teens there have to use their own imagination just to occupy themselves. The other interests occupying myself are productivity on the reservation or anywhere, and any kind of productivity will enhance our community in an economical or social way. If there are jobs, opportunity, youth centers, this can really help out anyone, especially myself, because I am considering a leadership role in my community.

To add, I would like to introduce my subject partner from Kentucky, the young lady in back of me, Tammy Howard. To go on, I

would like to thank you, Senator Dodd. I know that other Senators will come who are interested. On behalf of the youth and the Save the Children Federation, I would like to thank you.

Senator DODD. Thank you very much, Ira. I hope you keep up that leadership activity, too. It is very important. Maybe one day you can be sitting at this table and chairing Save the Children Day. I should be careful about saying that, I suppose. Senator DeConcini may hear about it and come right over here, and John McCain, your two Senators, may be interested.

Deena, it is nice to have you with us as well this morning.

Ms. BLASE. It is nice to be here.

Senator DODD. Let us hear you speak up loud and clearly in that microphone, just like Ira did.

Ms. BLASE. Hello, everybody. My name is Deena Blase. I am 14 years old and I live in Sells, AZ. I am representing the Arizona Indian Nation's program.

I would like to talk about a major problem in our community and that is drugs and alcohol among our youth. Most of our problems with drugs and alcohol are in all ages of our people, but the biggest problem is with our youth, as I said before.

Senator DODD. You have to speak up, Deena, so we can hear. The drug problem with youth is the most serious problem?

Ms. BLASE. Yes. I as a teenager have come to see that these abusers have become a major sport among the youth generation. I have already seen what it can do to a family and an individual and I would not like that to be happening to our future generation.

I feel that being a delegate has opened my eyes to see how important it is to take a say in what our future is going to be like, and I feel that if people do not speak up for their values then they really do not care what is going to happen.

I believe that if this bill is passed, it will not only reflect on the lives of the children, but it will also affect the lives of the adults who care.

In your taking your time to listen to us, the delegates and the youth of today, you have shown that you really care and I think that is wonderful.

Senator DODD. Thanks.

Ms. BLASE. I would like to introduce my correspondent. Her name is Reba Sampson, and she is from North Carolina. She is sitting right behind me.

Senator DODD. We have arranged this in such a way that we are going to have this first group give their testimony and the group sitting behind them will respond to some questions. It is important to give your views.

Holly, welcome.

Ms. WILLIS. Thank you.

Hello. I am Holly Willis and I am from Marvell, AR.

Senator DODD. I was going to ask you, Holly, to speak up, but I do not have to worry about you at all. [Laughter.]

Go ahead.

Ms. WILLIS. I am from Marvell, AR, and I have been chosen by my community to come to Washington as a delegate to help support the Young Americans Act.

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I would like to focus on education, which is a serious problem in my community. I would like to focus on education because I feel that so many of my peers are not going to stay in school.

I enjoy school and I participate in many of the various activities that we have in our school. Although school is fine for me, many other boys and girls seem to be having a difficult problem with it. I think students try real hard to make good grades, but when they do not make good grades they become depressed in some manner.

Some students think that teachers show favoritism, but so many other boys and girls are having trouble that I think something else is also needed, particularly the create a role model program where the young people can really see leaders and want to become leaders themselves.

I feel that people are not being treated fair. I think that everyone should have a grand opportunity. Like in the summertime we often complain about having nothing to do, not including recreational activities.

I feel we should start programs for boys and girls to give them a chance to study, to do better and also improve their learning skills.

I have tried to make a change in my community. For the past two years, I helped in tutorial assistance. I can see some change, but still there seems to be trouble. Our parents are now more concerned because they know that we are the children of the future and that education is important.

Hopefully, we can get some programs established that will help other boys and girls in school and also provide jobs. I am supporting this bill on behalf of my community, because I think that we should establish some more programs to help to promote their education.

I would like to thank you for allowing me to present my testimony. If you have any questions concerning my testimony, you may talk to Eileen Melchor, who is behind me and she is from New Mexico.

Thank you.

Senator DODD. Holly, thank you. I am going to take you on the road. [Laughter.]

You get ready this summer, I have a job for you.

Michael, it is nice to have you with us here this morning as well.

Mr. NIEVES. Thank you.

Senator DODD. I like your tie. It looks pretty good. [Laughter.]

Mr. NIEVES. Thank you.

My name is Michael Nieves. I am 17 years old. I represent the south end of Bridgeport, CT. My main topic over there, the main problem we have in Bridgeport, is housing.

The poor people of my community are being forced to move out of their apartments or their houses so they can knock them down and build condos or buildings, but everything is so fancy that the people that they throw out of the apartments or the houses have nowhere else to go. They are forced to live in a place where they have no bathroom cabinets and stoves and some are at the point where they have to leave Bridgeport because they have nothing here that they can afford and this bill is going to pass and it is going to be able to bring housing for low income to my community and I do want this bill to be passed so that the poor people of my

community have a place to live, instead of having to live in something like this, because I do not think it is fair because I am one of those people who were forced to move from where I used to live. I was forced to move out and we had nowhere to go for six months, we had to live in a place that I do not even like to mention and then they built a condo there and it took us almost six or seven months to get our own house.

I came here today for my community and they told me what to say and I am saying it now. We need housing and we need low income housing, so that the poor people of my community have a place to live.

If there are any questions, you can speak to Lamonica Miller, from Nevada. Thank you.

Senator DODD. Thank you very much, Michael.

Everyone should know here as well that Michael comes from a town—Bridgeport—that has had a real tragedy. Bridgeport, Connecticut is where that building collapsed and many construction workers lost their lives. I talked to the Mayor late last night, Mayor Bucey, in Bridgeport, and they think there are still some eight that they have not found yet. It is now a process of slowly trying to lift off the concrete that collapsed, with the hope that some may still be found alive.

We are glad to have you here this morning, Michael, to share your thoughts with us.

Mr. NIEVES. Thank you, Senator.

Senator DODD. Michelle, welcome.

Ms. VIALPANDO. Hello. My name is Michelle Vialpando. I am 15 years old and I am from Canones, NM.

Canones is a remote village which is about 60 miles from the state capital, Santa Fe. I was chosen as a delegate to come and testify in support of the Young Americans Act of 1987. My community felt it was important that I come and express or voice their opinions and their ideas.

We have a big problem in our community. The problem is unemployment. It seems that since we are so far away from everything, it is hard for people to get jobs. People travel the distance, 35 to 60 miles, to get to a job and that is hard because the people have to wake up very early in the morning and they leave their families behind and then they get back real late. It is important because it breaks up the families and the families do not have much time to stay together. So that is one of the conditions in our community.

We want the family to be united and stay together, so we hope that the Young Americans Act will help in supporting more programs so that there can be more job opportunities in our community.

If there are any questions, you can ask them of Purvis Hatcher. He is from New York.

I would just like to conclude and tell you that we are all supporting this bill and I appreciate the time you have taken to listen to my testimony. Thank you.

Senator DODD. Thank you very much, Michelle.

Phillip, welcome.

Mr. WILKIE. I am Phillip Wilkie. I am from a small community in North Dakota, and although my community may be small we have a very big problem of alcoholism there.

In a ten-mile radius around the center of our city there are seven bars. Four of the largest are within walking distance of the major population of our town.

I would just like to tell you now that I am in full favor of your bill and I would like to try to persuade many people to vote with you to try to get the bill passed because it will seriously help small communities like mine with such problems as giving the children something to do.

In our community, the reason many people drink is we have nothing to do. We used to have a lake and it was clean all the time and students and people would go out there to picnic and have good clean fun, then alcohol hit the reservation, unemployment hit and they started going out there and they would get drunk and people were getting thrown into fires and getting run over by cars, and now we have nothing to do in our community—I am choking up.

Senator DODD. That is an important point, recreation is a serious problem, something for people to do rather than just thinking about drugs or alcohol or other ways in which to get into trouble. Is that the point?

Mr. WILKIE. Yes. And one other thing is the teenage alcoholism rate, the youth of my city is starting to get lesser and lesser, and it is because like Save the Children has helped a lot in keeping the alcohol rate down.

If there are any questions of myself or my associate, Aquinetta Mack, of South Carolina, would like to help you.

Thank you.

Senator DODD. Thank you very much, Phillip, for your testimony this morning.

Now, maybe we can just do this: bring up your chairs. There is plenty of room there to kind of slip in between, and while you are doing that let me tell you who we have with us here this morning.

You have already heard the principals introduce the others, but for the record, we have Purvis Hatcher. Purvis, raise your hand there so everyone can see you. That is Purvis Hatcher, he is age 14, from New York; Aquinetta Mack, Aquinetta is over here, why not raise your hand there so we can see you, so everyone knows who you are, age 12, from South Carolina.

Eileen Renee Melchor, age 13, from New Mexico, where is Eileen, right there.

Lamonica Joy Miller, age 12, from Nevada, where is Lamonica. There you are.

And Reba Leonetta Sampson, age 17, from North Carolina; and Tammy Howard, from Kentucky. Where is Tammy? Are you going to be down there for the Kentucky Derby on Saturday?

Ms. HOWARD. No.

Senator DODD. All right. You have heard each one of our witnesses talk about the various problems that they face in their communities and we will start over here, if we can, with you, Tammy. We heard Ira talk about economic development in his area. What ideas might you have for ways in which we could improve the op-

portunities for young people to have jobs in your community? What ideas might you have for how we can maybe straighten that problem out?

Ms. HOWARD. My name is Tammy Howard and I am from Kentucky. I think we have a lot of activities but the problem is transportation. We need public transportation because the teenage parents who have jobs and everything, they do not have any way to get to the activities and they go out and get in trouble instead.

Senator DODD. You think transportation would help?

Ms. HOWARD. Yes.

Senator DODD. How about businesses giving young people a chance to have a summer job when they are out of school, do you think that might help?

Ms. HOWARD. Yes.

Senator DODD. I was interested in a few different issues. Holly, you are a very outspoken person about the educational issue and I happen to agree with you on that very strongly. That is a central point, if young people will stay in school then a lot of these other problems will begin to take care of themselves.

I wonder if you or your seat-mate might share some thoughts on that, about how you might keep young people in school.

Why not hear from you, young lady? Lean into that microphone and let us hear from you.

Ms. MELCHOR. Hello. My name is Eileen Melchor and I am from San Domingo-Pueblo, NM. I feel that it is important to stay in school so you can get an education that will help you in the future. You should try to stay in school so that after you are done you can be able to get a good job so then you can support yourself.

Senator DODD. What would you say to somebody. I remember I had a hearing in New York a couple of years ago on dropouts. I do not think they listen to adults so much, frankly. I mean we try to talk to young people, but I suspect that we do not get the word across as well as their peers.

If you could design a program that would reach young people who are dropping out of school, what would you say?

Ms. WILLIS. Well, I would tell young people, since most young people listen to their peer groups anyway——

Senator DODD. Yes.

Ms. WILLIS [continuing]. I would try to encourage them to stay in school, and tell them if they drop out, if they would not have a good education then it would make it hard for them to live in this world and they are going to have to struggle. If they had a better education, they could get better jobs. We are going to need smart people to run our country and if you have an education then we will have a stronger country.

Senator DODD. Does anybody else have any thoughts on that, on dropouts? How might you deal with the dropout problem? Speak up. We had the hearing right in your town, Purvis, at Seward Park City High School.

Mr. HATCHER. In school, I can speak for my school, when the students go to school, the teenagers like a challenge to something, they like something new, they like something exciting, something that is going to keep their minds occupied.

I like math and when I go to math, every day I normally learn something new. I go to math and look forward to math. When the students go to class, the work that they do is not—if you do not put any fun in it, put something into it that is special for the kid to get something out of it, then it is just like—it becomes boring, it is like a kid does not like to sit in a classroom every day and just sit there and read and read and not put something exciting into it for the kids.

Senator DODD. Was it a teacher that really got you excited about math? Where did that interest first come from? Where was the spark that really got you interested in math?

Mr. HATCHER. At first the only thing that really got me interested in math was my mother—I wanted to be a computer operator and I was always good in math and I wanted to be in computers and they would tell me you have to be good in math.

Senator DODD. Yes.

Mr. HATCHER. So I always was good in it, but then after I knew math could help me out a lot and I saw the challenge that it was to me, that is what really motivated me so I really got down to the business of math.

Senator DODD. It is a bit of excitement, looking forward to the class that you are going to and the teachers helping you.

Mr. HATCHER. Right.

Senator DODD. Any other thoughts? Yes, Deena?

Ms. BLASE. Well, the thing that got me really interested in math was my math teacher. She is only 26 and she is pretty much a kid herself and she really got us interested in it because she would bring in games that involved math and just recently we had a project, we were working on projects and we were working with the board games of monopoly and the TV show Jeopardy, Hollywood Squares, and we also worked on a book.

Each group had to revise the board and each thing on the board had something to do with math and everybody really got into it, especially the Jeopardy people, they went so far as making up the dollars and the amounts and everything and they make questions to that.

The teacher is really great, she has really done something great for our math program.

Senator DODD. She has made it interesting, made it come alive.

Ms. BLASE. Yes, she brought in all kinds of games. She did not stick to—we have to learn this, you know, and she made some fun out of the program and I think it is not only up to the teachers but the kids themselves. They have to come in thinking, you know, I want to have fun, so I really think it is both up to the children, the kids and the teachers and, you know, if we work together we can make it fun.

Senator DODD. Ira, do you have something to say?

Mr. MEXICANO. Yes, since we are talking about teachers who have jobs, expanding economic development in my town, I feel that since, as you heard, the majority of the people in my community are young people, I was thinking of besides the summer programs and the basics, have some kind of a teen oriented community business, like a bowling alley or an ice rink, these would be beneficial. They can occupy the students' time with real productive activities,

maybe even produce some talents. There can be a Native American ice rink star at the Olympics or something, but economic development can be produced and some kind of business for teens to take an active role, maybe leadership quality will be produced.

Senator DODD. A very good thought. Let me ask you about drugs and alcoholism. There is a national program—"just say no to drugs." Mrs. Reagan, the First Lady of the country, has been very active in "the just say no" program.

Let me ask you something as a group. You are all teenagers. You see drug problems and alcohol problems. Some of you have talked about those problems very poignantly here this morning. Does that kind of a program work, "just say no?" Tell me honestly now what you think about that.

You shook your head no, Purvis. Why does it not work?

Mr. HATCHER. I think it does not work because when you say just say no, I feel they should really get into the details and put a big scare into the youth of what this stuff can do, like crack is a bad issue in my community. I have heard them really scare the youth, you know, really shake them about what this stuff can do to them. I am sure they are concerned enough about their life than to try it.

Senator DODD. Does anybody else have any comments on that? Yes?

Ms. SAMPSON. I believe that the just say no program does work, because in my community everyone was under peer pressure that drugs are cool, and now they understand that other people say no, too, and they do not have to do it just because they think everybody else is. Now they realize that there are people who are not doing drugs.

Senator DODD. So you have seen fewer people using drugs and that program has been helpful?

Ms. SAMPSON. Yes, a lot of people have gotten more active into this group in my community and they have realized that—

Senator DODD. Do you talk about it in school? Is there much discussion in school about drugs and alcoholism?

Ms. MILLER. No.

Senator DODD. You are saying no. I want to get your name. Is it Eileen?

Ms. MILLER. No.

Senator DODD. You are Eileen Melchor. What is your name again? I apologize.

Ms. MILLER. My name is Lamonica Miller.

Senator DODD. You were shaking your head no. You do not talk about it in school?

Ms. MILLER. No, not really, we do not discuss drugs and stuff in school. We do, but not about the program.

Senator DODD. What do you talk about, drugs in school? What is the discussion about?

Ms. MILLER. Like what drugs can do to you, how they affect your body and stuff, that is what we talk about.

Senator DODD. Do you think it convinces people that maybe they should not try drugs, they should not even experiment?

Ms. MILLER. Yes, I think pretty much.

Senator DODD. Do you think it helps?

Ms. MILLER. Yes.

Senator DODD. Any other comments at all on that? Mike, did you have something to say on this subject?

Mr. NIEVES. In the south end of Bridgeport, no one really listens to the word "no" at all, because the kids are in high school, there are security guards—there are security guards in my school, there are regular police out there, they are using drugs themselves and, instead of arresting the dealer, they are working with the dealer and that is one of the reasons why kids do not even care. In my school alone, they sell drugs there. They take drugs as one big joke when they see it on television, because when the police can use it, the teachers can use it, that means the little kids can use it. That is the way it is over there.

That is all I have to say.

Senator DODD. Yes?

Ms. HOWARD. I did a survey in my community about drugs and 97 percent of the children in the community are good and then 3 percent is bad.

Senator DODD. I am sorry, I did not hear that very well, Tammy. What is that again now.

Ms. HOWARD. 97 percent of the people in our community is good but 3 percent is bad.

Senator DODD. And you think it is not as big a problem in your community?

Ms. HOWARD. No.

Senator DODD. All right. Does anyone else want to comment on the drug and alcoholism?

[No response.]

I am told that you are going to meet with Vice President Bush. What are you going to tell him? What are you going to tell the Vice President? Holly, I know you are going to tell him something. [Laughter.]

There is, no way the Vice President is going to get away without you telling him something.

Ms. WILLIS. I am going to tell him about the problem that I have in my community and I am going to tell him that I think that if this bill is passed it will contribute to my community.

Senator DODD. That is terrific. I have never had the chance to talk myself about the bill so I am really hopeful you can get the word to him.

Does anyone else want to comment? Are you going to generally talk about the same things you talked about here this morning, the housing problems, the unemployment problems. Is that what you are going to be talking to the Vice President about as well? Is that true?

Well, bring up some of these other things. I know you have subjects that you want to talk about, but they are interrelated, they are not separate. There is a theme to all of this. The housing problem that you talked about, Michael, for instance, is related to the jobs issue. If people have decent jobs and make a decent income, then housing becomes at least more readily obtainable. Of course, you have got to have a housing stock which is affordable.

People who complete school have a better chance of getting a job. If you do not get a job, you are more inclined to get into the drug problem or the alcohol problem. Each one of these problems relates

to the other, so I think it is important that you see them in that context.

The housing issue which you brought up, Michael, is a serious problem. It is not just poor people any longer who cannot afford housing. I have a sister who is a teacher. She is a teacher and she has never owned her own home. She has now saved some money and wants to buy a house. She was looking at apartments or condominiums, two bedroom condominiums, very small. She is single, she does not have a family.

In Hartford, Connecticut, the average price for a two bedroom condominium is about $100,000. It really is beyond her means to handle that and she saved a lot of money. She put her money away to save for it so she is not poor. But a small two-bedroom, about 750 square feet of housing is not within her means. And my fear is that housing is unaffordable for people who are working, not to mention the people who are not working. It is a major, major problem in this country. The housing shortage in this country is a time bomb waiting to explode. It is going unattended for the first time in years.

Well, I have taken a lot of your time and we have other witnesses I know you want to hear this morning, but it is terrific that you came here today. You are sitting in a committee room of the Senate of the United States. A lot of very famous people have sat at that very table you are sitting at this morning to be witnesses before this Committee.

Senator Kennedy is the Chairman of this Committee and we have had an awful lot of people come before the Committee to give testimony. But your testimony is important and I want you to know that. You have offered to help get support for the Younger Americans Act. But I hope you will be active in your communities. I urge you all to do what Ira is doing back in your own home towns. It is not easy in every place. Purvis, it is harder in New York City. It is a big, big town. But there are ways in which you can become active and you know things now, you understand things now. For you not to become active would be a big mistake. I hope you will leave Washington with a new sense of vigor and excitement and really try and tackle some of these problems.

On behalf of the Senate of the United States and this hearing, I want you to know that I personally thank you for taking time out to come to Washington to be a witness before this Committee. You have been very helpful and I thank you.

Ms. BENTON. Just a moment, Senator.

Senator DODD. Yes?

Ms. MELCHOR. On behalf of the Save the Children Day delegation, I would like to present you with this plaque as our way of saying thank you for your hospitality and your leadership.

Senator DODD. That is very nice. I did not know that was coming. Bring that up here. That is very thoughtful. I will hang that on my wall. Thank you very much. [Applause]

Ms. BLASE. Excuse me?

Senator DODD. Yes?

Ms. BLASE. I would like to say that the Young Americans Act, calls for a meeting or something in 1990, and the delegates that you see here today would like to be here for that meeting. We got

along really well, and we really came together in working on these problems and our testimony We would just like to say that we really do support this bill and we will be looking forward to seeing you all in 1990.

Senator DODD. We look forward to seeing you in 1990, too. Now you are more relaxed, are you not? [Laughter.]

You all want to talk now. You kind of feel right at home. I suspect that we are looking at the next Senate of the United States. These Senators had better be worried. [Laughter.]

I hope you are going to stay. Are you going to stay and listen to the other witnesses.

Ms. BLASE. Yes.

Senator DODD. Terrific. Okay. Thank you all very much again.

Holly, I will talk to you later about being on the road this summer.

We are delighted to have with us this morning George Gallup, Jr. Mr. Gallup is the Co-Chairman of the Gallup Organization, a very well known individual in this country. Everyone has heard of the Gallup Polls.

Mr. Gallup, we welcome you here this morning. I hope you have enjoyed our first panel as much as I have.

Mr. GALLUP. Enormously, yes, indeed.

Senator DODD. It will be interesting to hear from you about the youth survey that you have been conducting on a weekly basis for the past ten years. I think it has been extremely worthwhile.

Mr. Gallup is a member of the President's Advisory Board of the National Council on Alcoholism, a Trustee Emeritus for the National Council for Children in Television, and Chairman of the Board of Trustees of the National Coalition for Children's Justice. So, in addition to being associated with Gallup polling, to be well known in these other areas and to have been involved as you have in children's issues makes your testimony that much more significant to us here this morning.

We are delighted to hear your comments and words that will be made a part of this record and we welcome you.

STATEMENT OF GEORGE GALLUP, JR., COCHAIRMAN, GALLUP ORGANIZATION, PRINCETON, NJ

Mr. GALLUP. Thank you very much, Senator.

Senator Dodd, other members of the Committee, it is a pleasure and an honor to be here, and I would like to say first of all I really admire your wonderful rapport with these young people. I found a lot of wisdom in their remarks and they have been very impressive indeed.

I will be reporting for the first time the results of this new survey conducted of children 12 to 17 in the United States and dealt with their attitudes on third world and developing countries and, secondly, on our own domestic problems.

Following this brief report, I would like to take just a few minutes to look at the world of teenagers today in the United States based on a decade of Gallup youth surveys, and these have been conducted in conjunction with the Associated Press.

If you have any questions about the survey results or about the views of teenagers and others matters, I shall do my best to try to answer them.

Specifically, this survey sought to determine the awareness of the meaning of the term "third world"; secondly, the seriousness of problems, perceived seriousness of problems facing third world nations; and, thirdly, the attitude toward U.S. aid to third world countries.

As I indicated, the study was done March 19 through April 3, and was conducted by telephone. I am going to read the specific question, because I think that is helpful. The question was this, and this was dealing with the topic the meaning of the term "third world": What comes to mind when you hear the phrase "the third world," that is, what do you associate with the term, and the interviewer was instructed not to read answers.

Most teenagers have little or no knowledge of what is meant by the term "the third world." Fully, one third, 34 percent could not provide any answer to the question, and about as many, 32 percent, provided an answer which is clearly incorrect.

Among the remaining third, 34 percent who responded correctly, the answers given were quite varied, with no single answer being given by more than 9 percent. It should be noted, however, that some teenagers respond with more than one correct answer.

Younger teenagers, 13 to 15 years of age, are more likely than older teenagers to lack knowledge in this area. However, even among older teenagers, a majority cannot answer the question or answer it incorrectly. Now, I can provide specifics, but I will move on to the next question, and this dealt with the seriousness of problems faced by third world nations.

The question is, I am going to read you some problems faced by third world countries, I would like you to rate each on a ten-point scale, if 10 means it is a very serious problem which will never be solved, 1 means it is not much of a problem at all and can be solved in a short time.

We know first of all that despite a high degree of ignorance concerning the third world, young people are inclined to believe the problems of famine, disease and a poor economy are relatively serious. Approximately 1 in 5 believes each problem is so serious as to be beyond a solution, that is they rate the problem 10.

With respect to famine and drought, a majority, 53 percent, rate these relates problems as highly serious, that is, they assign a rate of 8, 9 or 10 to this problem. Nearly as many, 48 percent, consider problems of disease and health as highly serious. Again, they rate this problem an 8, 9 or 10 on the 10-point scale given them.

While improving the standard of living and economy does not receive as many highly serious ratings as the others, nevertheless, 38 percent rate this aspect of the third world's problem as highly serious.

Finally, with minor variations, there does not appear to be much difference of opinion between various segments of the young population with respect to this issue.

Next we dealt with this area, attitudes towards helping third world countries. The question, which of the following statements comes closest to your view—and you will see what these statements

are when I read the responses here. Approximately 4 in 10 young people, 38 percent, believe the U.S. should not spend money to help third world nations. Almost as many, 34 percent, believe the U.S. should help all third world nations. About 1 in 5, 22 percent, take the position that the U.S. should help those third world nations friendly to our country.

Young women are more likely than young men to feel help should be given without reservation. There is quite a difference here. I think it is a very significant and interesting one: 41 percent of young women feel the U.S. should help all third world countries, compared with 28 percent of males.

In addition, there appear to be regional differences. Teenagers in the East and the Midwest are more likely than those in the West and South to favor helping all third world countries. Those in the West and South are more likely to believe the U.S. should not spend money on any third world assistance.

Finally, there is little difference between those who know something about the term "third world" and those who do not know the meaning of the term. However, those ignorant of the term's meaning appear to take a more moderate stance than others in saying the U.S. should only help friendly third world nations.

Well, this is the end of my formal report. I would like to make a few additional comments, if I may, about American teenagers as we find these in surveys.

I think the stories that we were given by the young delegates here today reveal the enormous potential of teenage people power in the U.S., specifically the interest in service to the nation and to their communities. For example, the majority of American teens favor the establishment of mandatory national service for all young people, according to one of our recent surveys, and the figures are 62 percent for young men and 56 percent for young women. This is requiring one year of service.

If required to choose between military and non-military service to meet their obligations, 59 percent say they would prefer non-military service either at home or overseas, and 39 percent would want to fulfill their obligations in the armed services.

The fact is that today's teenagers are not as materialistic, self-centered and apathetic as some social observers seem to suggest. Most young people feel they are ready to stand up and be counted on the issues and causes if the circumstances demand.

Although few teens are currently active in the major issues and causes that we tested in the recent survey, a majority of teenagers say they would be willing to become active. The interest is there, the question is now what are the best ways to tap this interest.

Very specifically, 68 percent would like to be active in peace efforts, 63 percent in achieving better government, 56 percent in conserving natural resources, 54 percent in creating racial harmony, 49 percent would like to be involved in environmental issues, and 49 percent in women's rights.

In terms of major problems as perceived by the teenage population, we find in this survey—and I should point out that this was done in 1986, so there might have been some change-in that survey, international tension and fear of war came out first, 57 percent; secondly, for economic problems, they accounted for about 20 per-

cent of the survey, and among those poverty and hunger came out with 10 percent. That is one of the highest among the economic group.

The third and final set, social problems, including drug abuse, crime, pollution, alcohol abuse, and so forth, account for 10 percent. However, when we ask young people what are the biggest problems facing people of their generation, alcohol abuse and other drug abuse problems come out far ahead of all other problems named. In fact, this has been the case for over the last decade.

The teens are eager to do something about this, yet many are trying out and are not being heard. At the same time, there are programs all over the country starting and the delegates today have pointed not only to the seriousness of the problems, but to the fact that steps are being taken to deal with these problems.

Many teens admit to having driven under the influence, alcohol use and abuse remain high, but use of marijuana continues to drop, and the use of cocaine among teenagers remains at relatively low levels, but obviously at intolerable levels, nevertheless.

Most young people, most teenagers approve of drug screening tests for themselves and others.

Moving on quickly to another set of findings, one might be disappointed in the fact that only a third of teenagers tested in our recent survey know what the term "third world" means, but one should note that the level of knowledge in other areas is not too impressive in terms of factual knowledge. But I should hasten to add that this tends to be true of the whole population as a whole.

A large majority of Americans do not know the name of their Congressman or Congresswoman. Many do not know the name of the Vice President. And among teenagers in a recent survey, 40 percent were unable to name the ocean that borders the State of Oregon.

Many problems afflict society today and specifically our youth. I would like to suggest that the root problem in our society is the problem of school dropouts, which leads to the problem of youth unemployment, which leads to low self-esteem. A third of Americans have low self-esteem, which leads to alcohol and drug abuse, which leads to crime and lawlessness which are undermining our society.

In summary, there are a number of key facts about teenagers that are tremendously encouraging, I believe, and I believe the survey data certainly show this. The ideal of service is ingrained among young people. Secondly, there is no evidence to suggest that teenagers are materialistic or narcissistic.

Three, most teens expect to go to college and see higher education as important in its own right and as essential in attaining their career goals. Needless to say, these goals are thwarted for a number of reasons.

Four, most teens would like to become involved in such issues as achieving peace, better government, a cleaner environment, and improved racial harmony.

Five, teens say they would like to see additional family ties strengthened. Most want to be married some day and most take a dim view of the laxity of our divorce laws. They want to make their marriages last.

In answer to the question why do teens not go out and work, the survey findings show that 7 in 10 teenagers do have part-time jobs, earning an average of $48 a week. Most of the remaining teens work around the house to earn their allowances.

Finally, huge majorities, 9 and 10 or higher, say responsibility, honesty and self-respect are qualities that are very important among people their age. These findings are, I believe, very encouraging. Our task now is to deal with the problems facing youth so that their wonderful ideals can be realized on behalf of all children in our society.

Thank you.

Senator DODD. Thank you very much, Mr. Gallup. I presume you got a higher response from a 17 year old or a 16 year old——

Mr. GALLUP. I am sorry, yes.

Senator DODD [continuing]. Than you do from a 7 year old, is that right?

Mr. GALLUP. You are quite right.

Senator DODD. I wonder if you might——

Mr. GALLUP. Yes, I will tell you the exact figures on that. It is indeed higher. Younger teenagers, 13 to 15, are more likely than older teenagers to lack knowledge in this area. Let me give you the data, if I can find it quickly.

Senator DODD. But the survey covers the entire age group?

Mr. GALLUP. Yes, indeed, it did. Unfortunately, I do not have it in front of me, but the figures—yes, we broke down the teenage sample into the 13 to 15 and the 16 through 17 bracket I beg your pardon, 13 through—that is right, 15 and 16 and 17.

Senator DODD. So 13 through 17 is the span?

Mr. GALLUP. Exactly.

Senator DODD. And the 16 and 17 year olds, you found that there was a significant difference in their responses in terms of their awareness.

Mr. GALLUP. Yes. I am not exactly sure how significant. I do not have the figures here in front of me, but there was a difference, enough to note it.

Senator DODD. I think your point is well taken. I hesitate to suggest it, but I think it is probably true, that if you surveyed adults about third world countries, the results would not be much better.

Mr. GALLUP. I think you are right.

Senator DODD. I find it encouraging that children seem to believe in what I perceive as greater numbers than adults, in the importance of having this country assist other nations.

I have always said the quickest way to get a standing ovation as a politician is to stand up, and promise the audience that if elected you will never spend a nickel of their money on foreign aid. That usually will get you a standing ovation. I am very encouraged that younger people recognize the importance of this country being involved in the world in which they live.

Mr. GALLUP. Yes, I understand that.

Senator DODD. The issue of mandatory service I also find interesting, and I wonder if you could maybe expand a bit on it. I speak to about 50 or 60 high school senior classes a year, juniors and seniors. They normally do not get to see a politician, and so I think it is important to go by and spend a couple of hours. I try and do as

many high school forums as I can in my home State. I always ask the question about mandatory public service.

I co-authored a bill with Pete McCloskey from California back when I was in the House on mandatory service that covered military and non-military service. We did not get very far with it. The problem was not with young people, the problem was with their parents on mandatory service. This notion somehow of service, mandatory service for the country was abhorrent.

But I found the young people were more receptive of the idea. I get the same results that you do out of classes. They want to know how mandatory service would work and whether or not they could do various things. Many are interested in military service and helping the security of the country. Others want to work in environmental issues, the Peace Corps or VISTA, whatever, but they think it is important. I find little opposition among younger people to that idea, and I wonder if you might expand a bit on your thoughts on that.

Mr. GALLUP. Yes, indeed.

Senator DODD. Is this new, by the way? I found it not to be, but maybe you have. The attitude in the last ten years, has this changed?

Mr. GALLUP. No, it has been quite stable and very high, the support for this program. In fact, we have been polling on this for over forty years and the public has overwhelmingly favored it, even younger people and even college students, and these are persons, of course, who are involved in career planning, they lean in favor, too. So the public has been solidly behind it for a long, long time.

I know in my role as a pollster I should not be an advocate, but I have always felt that this was extremely vital. This is perhaps one of the most important things that could be done in this country to turn around a lot of problems. I think a national service program would bring people of diverse backgrounds together, would give young people on the job training, would meet some of the social ills of our society head on, in terms of cleaning up areas of the country and dealing with slums and helping people in hospitals and so forth, and it would solve what many feel to be the root problem of society, youth unemployment.

So people point out, the critics, that it would cost a tremendous amount of money, but I think the cost of not doing it is far higher than the cost of doing it.

Senator DODD. You are looking at some of the product of it. I was a Peace Corps volunteer for two and a half years in Latin America——

Mr. GALLUP. Great.

Senator DODD [continuing]. And I also served in the United States Army. I went in as an E–1 at what we called Fort "Ding-A-Ling" New Jersey, Fort Dix, New Jersey, for those of you who may——

Mr. GALLUP. I know it well. [Laughter.]

Senator DODD. I thought you might, being from Princeton, down the road. Both were tremendously positive experiences for me. I did the Peace Corps first and then the Army, and so I was older when I went into the Army. My bunk mates in that barracks were younger than I was. I was about 25 when I went in, and most—in fact,

my sergeant was about 20—had just come back from Vietnam. I shared a bunk with a fellow who was pretty much a functional illiterate. Two bunks down was a Ph.D. in English literature and yet another who had worked in construction.

I do not know where else in our society you can get that kind of opportunity, where through living in close proximity you learn about each other. It was the most equitable environment I was ever in. I am not saying I would want to stay in it, because that sergeant was pretty tough; but he treated us all alike, I must tell you.

I think that a generation who is missing that opportunity is missing a lot. I think it is unfortunate that there is this misplaced notion somehow that we are depriving someone of their liberties because we ask them to contribute in some way.

Of course, I believe in both women and men participating. You can work it out in time frames—18 to 25 or 26. If it is education you want to do first, that is fine. But one way or another you are going to give us a couple of years and it does not have to be at great cost.

I was paid $90 a month. Some would suggest that I was overpaid. I got $100 as a Peace Corps volunteer a month. Today it is much more than that, and I lived pretty well in the Dominican Republican on $100 a month. There are a lot of things that can be done.

What are the most dramatic changes you have seen in your surveys over the last ten years? Can you point to one thing that has been a flip-flop, a 180-degree turn? Is there anything that sticks out in your mind that is——

Mr. GALLUP. Among the teenagers?

Senator DODD. Yes.

Mr. GALLUP. Well, actually I think the interest is in the consistency, really, of the ideal of service. For example, the types of fields of interest in education have changed considerably. Interest in computers is definitely leveling out.

Senator DODD. You heard that young man from New York talk about it.

Mr. GALLUP. Right.

Senator DODD. Purvis Hatcher.

Mr. GALLUP. That has declined somewhat. If I could go back to——

Senator DODD. What about this divorce issue, where kids want tougher divorce laws.

Mr. GALLUP. Right.

Senator DODD. Is that something new you are seeing?

Mr. GALLUP. No, I think that is still rather consistent. We are going back only ten years. If we went back twenty, we might find some differences, but going back over the last ten years, no, young people feel that both parties should try harder to save a marriage, they think the law should be tougher, they favor any step to keep a strong marriage.

Senator DODD. All right.

Is Senator McConnell coming right now. Ten minutes. I really appreciate your being here. It is interesting. How often do you do these now, every——

Mr. GALLUP. We do a youth survey on a quarterly basis now.

Senator DODD. Could I ask for the Subcommittee on Children and Families to receive copies of the surveys?

Mr. GALLUP. Oh, I will make sure that you get them immediately, of course.

Senator DODD. Would you?

Mr. GALLUP. Absolutely.

Senator DODD. I think it would be very helpful to us.

Mr. GALLUP. Good.

Senator DODD. In fact, we might chat with you. We are working on some legislation, not only the Young Americans Act which we are talking about today, but parental leave and child care. I would be very interested in hearing younger people's views on some of the questions we are dealing with here. I think it is rather fascinating to get their perspectives. If we can, I would like to be in touch with you.

Mr. GALLUP. Absolutely. It would be great.

Senator DODD. Thank you very much, Mr. Gallup. It is nice to have you with us.

Senator McConnell, of Kentucky, is going to be joining us in a few minutes but, in order to conserve some time, let us move right on to our next panel. And I will tell you in advance that when he comes in, given the schedule of Senators around here, I will interrupt and allow him to testify. In the meantime, I would like Dr. Herman Blake, Chairman of the Board of Directors of Save the Children, and President of Tugaloo College, Mississippi, to please join us here at the table. Doctor, we are delighted to have you with us.

Charles Baker, Child Welfare League of America, Executive Director of Buckhorn Children's Center, Buckhorn, Kentucky; Donald Reilly, Senior Vice President, National Council on Aging, Washington, D.C.; and Dr. June Patterson Bucy, National Network of Runaway and Homeless Youth are also here with us. In fact, Dr. Bucy has been very active with us on countless issues in the past and has testified before our Committee.

I appreciate all of you being here and I hope we have not—did I pronounce that correctly?

Ms. BUCY. Much better than usual. [Laughter.]

We also, Senator Dodd, have one of the young people who is a member of our Board, we just flew in and we did not know whether he would get here to join us, Esteban Tomas.

Senator DODD. It is nice to have you with us. Thank you for being here.

I apologize that we have delayed you here this morning with our earlier witnesses. I hope you found it as interesting as I did when they began to warm up. The kids have a lot to say and it takes them a little while to be heard.

Let's begin with you, Dr. Blake. I introduced you first. I see you have a staff assistant that has joined you here. Who is your staff assistant here?

Mr. BLAKE. This is my son Sidney, who journeyed from Mississippi with me to make this presentation.

Senator DODD. That is very good. Does your dad need this kind of help? Do you find he needs this help?

Mr. BLAKE. Yes he does. [Laughter.]

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Senator DODD. You are pretty lucky to have him with you. Doctor, we are delighted to receive your testimony and I should say to all of you, any prepared statement you have will be made a part of the record.

Proceed, Doctor.

STATEMENT OF HERMAN BLAKE, CHAIRMAN, BOARD OF DIRECTORS, SAVE THE CHILDREN FEDERATION, AND PRESIDENT, TOUGALOO COLLEGE; CHARLES L. BAKER, EXECUTIVE DIRECTOR, BUCKHORN CHILDREN'S CENTER, BUCKHORN, KY; DONALD REILLY, SENIOR VICE PRESIDENT, NATIONAL COUNCIL ON AGING, WASHINGTON, DC; AND JUNE P. BUCY, EXECUTIVE DIRECTOR, NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, INC., ACCOMPANIED BY ESTEBAN TOMAS, LOS ANGELES, CA

Mr. BLAKE. Thank you very much, Senator Dodd. As you pointed out, I am Chairman of the Board of Directors of Save the Children Federation and I want to thank you for allowing us to testify before your Committee today and share with you the concerns of youth about the situation in this country as well as the legislation before this Committee.

I would like to say personally, Senator, that I stand here in place of our dear friend, David Guyer. I was with David just two days ago and I assure you that he would like to be here, and I only hope that what we bring to you reflects the quality of his commitment to young people all over the world. I think you know that as well as any of us.

Senator DODD. Thank you.

Mr. BLAKE. You have had the opportunity to hear from 12 carefully selected young people of Save the Children Programs across the United States. And I think you will agree, Senator, that they did ably articulate the concerns of American children and youth. They spoke to the conditions and the real life situations and their voices are important to what we hear and understand about our youth today.

You have also heard Dr. Gallup and recognize that the attitudes of American youth toward the third world, global problems and aid are not unlike opinions of American adults which are reflected in other polls that we have taken.

Significant steps to develop a more informed public have resulted from the Biden-Pell Act, which has made possible many development education programs such as New Views, a program sponsored by Save the Children in cooperation with the National Journalism Education Association.

In addition, we have a traveling museum exhibit about third world life which has gone around the world trying to link students in United States schools with their peers in other places to address the information gap. Most importantly, the direct involvement of young Americans such as these 12 that you heard in community development projects gives symbolic voice to the contribution of children and youth everywhere.

We want to affirm what they have said and stress the importance of the Young Americans Act of 1987 as a means of responding to the conditions about which these children have spoken.

We in Save the Children, an international private voluntary organization, for fifty-five years have been dedicated to improving the quality of life for children across America and around the world. We are attempting to carry out programs using in excess of $83 million which comes from individuals, corporations, foundations and other sources, to improve the circumstances of children as well as to educate our citizenry about the need to reach out to others. As some of us like to say, we do not want to be in the business of saving the children when they are young, to have them reach adulthood and then end up shooting at each other. We really want to do more than simply preserve life but preserve our culture and the cultures of people around the world.

Through Save the Children, we have been opening new horizons of opportunity to children whose lives have been determined by the bondage of conditions which have repeated the poverty cycle from one generation to the other.

I want you and your Committee, Senator, to be aware that we speak on behalf of Save the Children Federation from a historical perspective which has the support of thousands of Americans who contribute to our programs and volunteer their time in our projects, and it is from this perspective that I wish to reaffirm our support of the proposed legislation being considered by this Committee, the Young Americans Act of 1987.

One of the major contributions of that Act is that it sets in place the means for systematic planning and advocacy for the needs of children. The establishment of the Administration on Children, Youth and Families, and the creation of the Office of Commissioner provides the means to formalize the nation's commitment to its future generations.

It can be said that some of the functions proposed are currently being met. It is my conviction that while this may be the case, the establishment of a systematic means of planning and carrying out such programs is long overdue. Such an administration would provide an agency like ours with clear guidance on social conditions and needs as well as a channel for giving expression to this sector of our population.

Since 1980, nearly a million American children a year have entered the ranks of the poor. Today, children are the largest subgroup of the poor in this country, yet I think we can all agree that they are truly our greatest national resource. In other words, if children are at risk then we have to agree that the nation is at serious risk.

Today, the needs of children are going unmet. Daily in our depressed urban areas and declining farm communities, as you have heard our young people state, children are being bombarded with the false magic of drugs and alcohol. Not only are they seeing their peers drop out but, as the children stated, they are seeing adults who should be role models, who are not providing the significant role models and the adults who are positive role models do not have sufficient community support to make that much more meaningful.

We see the changing family structure. Women as single heads of households are increasingly the norm in this society, yet for many of them employment is not an option because there are few jobs that pay more than their welfare dependency and there few day care programs in which they can place their children.

We believe the Young Americans Act is the first step in what has to be our most significant national priority, making a safer, happier, and a more educated world for our children.

While Save the Children sees this bill as a major step forward, we would hope it would be improved by recognizing the special status of Indian reservations. We would support a process of a special set aside of grants similar to Title VI of the Older Americans Act. In Health and Human Services, there exists the Native American Administration which could serve as a channel for these grants.

Senator Dodd, we encourage you and your Committee to take the appropriate action to bring into being the Young Americans Act as an appropriate means of giving national guidance to planning and programming for the future needs of our children.

We wish to thank you for this opportunity to address this concern.

Senator DODD. Thank you very much, Dr. Blake. We appreciate your testimony.

Mr. Baker?

Mr. BAKER. Thank you very much, Mr. Chairman.

I am Charles Baker, and I am the Executive Director of the Buckhorn Children's Center, in Buckhorn, Ky., Senator McConnell's State. Our agency is a member of the Child Welfare League of America. On behalf of the league——

Senator DODD. Hold on for one second, Mr. Baker. Our delegates are leaving. Thank you all again for coming. Say hello to the Vice President for me, too, would you.

We will just give them a minute so we can hear your testimony.

[Pause.]

Mr. Baker, go ahead.

Mr. BAKER. As you know, the Child Welfare League is the only privately supported organization in North America solely devoted to improving services for abused, neglected, and deprived children. We are a national association of more than 450 child welfare agencies in the United States and Canada, with an additional 1,200 affiliates in 27 State associations.

Among our membership, for example, are Family Services, Inc. of New Britain, Connecticut, Saint Mary's Home for Children, in North Providence, Rhode Island; and the South Carolina State Department of Social Services.

Let me quote to you a brief passage:

> This nation, the richest of all world powers, has no unified national commitment to its children and youth. The claim that we are a child-oriented society, that we look to our young as tomorrow's leaders, is a myth. Our words are made meaningless by our actions—by our lack of a national, community, and personal investment in maintaining the healthy development of our young . . . by our tendency to rely on a proliferation of simple, one-factor, short-term and inexpensive remedies and services.
>
> It is shocking to know that thousands of children are still excluded from our schools, that millions in need go untreated, and that many still suffer from malnu-

trition. We recognize in these ills some of the sources and symptoms of poverty and racism in which all of us as a nation take part. Poverty, in this richest of world powers, is still our heritage.

In spite of our best intentions, our programs are insufficient; they are piecemeal; are fragmented; and do not serve all those in need. Unwittingly, we have failed to commit our vast resources to promote the healthy development of our young. We have yet to devise a strategy which will maximize the development of our human resources.

Mr. Chairman, that quote might well have appeared in yesterday's Washington Post or have been the conclusion of some recent report issued by the Senate Children's Caucus. Instead, it comes from the Report of the Commission on Mental Health for Children, published in 1970. Today, seventeen years later, it remains tragically relevant.

As S. 476 becomes widely known, I am sure you will find more support growing. Just two weeks ago, the National Collaboration for Youth endorsed the bill. This group includes the American Red Cross, the Girl Scouts of the USA, Future Homemakers of America, and the YMCA. The Steering Committee of Generations United, a national coalition of nearly 100 intergenerational groups, has made the Young Americans Act one of its top priorities for this year.

Let me highlight a few of the finer points of this bill: The Young Americans Act is workable. Modeled as it is after the Older Americans Act, the Young Americans Act asks nothing bureaucratically or administratively of Federal, State, and local governments that has not already been successfully achieved on behalf of older individuals.

The Young Americans Act is affordable. The Young Americans Act could be initiated nationally for as little as $15 to $20 million. The Young Americans Act establishes in law the Administration on Children, Youth, and Families. Under current law, it is my understanding that the Secretary of HHS can reorganize ACYF out of existence. Children, youth and their families need to be assured that there is a focal point within the Federal Government for their care.

The Young Americans Act provides State and local flexibility. The Young Americans Act, like the Older Americans Act, suggests how States and communities plan, not what they plan.

The Young Americans Act provides direction for fragmented and piecemeal services for children and families. Billions of dollars in well-intentioned programs for youth are divided among a long list of departments and agencies, often serving a piece of the child without regard for the rest.

In our part of the Kentucky hills, we have a story of a little town that could only be reached by twisting, winding road over the mountains. On foggy nights, one particularly sharp curve sent many a family car crashing to the rocks in the valley below. The town's people became alarmed at the tragic loss of their citizens and finally secured a grant to build the finest rehabilitation hospital at the foot of the mountains because there was no money available for guardrails.

Mr. Chairman, there are, of course, some ways that S. 476 could be improved. Thanks to the hard work of you and your staff, these

are mostly of a perfecting and clarifying nature and we will attach a sheet to our testimony for some consideration.

In conclusion, it is clear that the American public knows their children need help. Recent polls by Lou Harris and the American Association of Retired Persons show that across the generational board Americans recognize children and youth as the most vulnerable segment of our population. That is good, but there is likewise a good deal of wishing going on.

As a nation, we wish our kids would grow up safely. We wish they would grow up strong and well. We wish they would get a good education and good jobs. We wish their rates of poverty were lower. We wish for them an even better life than the one we have enjoyed.

The administration and many of us in the public and private sectors have formally and officially wished on paper that things will get better for children by the year 2000. That is known by some as the "Tinkerbell" planning method. We can wish as hard as we like, but if we do not put real efforts and real investments into this nation's young, in the year 2000 today's children will come up empty-handed and some other witness before some other subcommitee of the Congress will be relating how much worse things have become since 1987 for tomorrow's children.

If the Young Americans Act had been in place several years ago, the Ombudsman in Kentucky could have saved 12-year-old Mickey from twenty foster homes failures before he ended up in our residential treatment program.

This fall, five-year-old Jimmy's behavior was uncontrollable in kindergarten. He was referred to our special Montesori pre-school for neglected and abused children. After a year of intensive work, he will be able to attend the first grade next year with his classmates.

The problem identification component of the Young Americans Act may identify hundreds of other Jimmys in Kentucky who are not lucky enough to live in Buckhorn, where such a program is available.

Mr. Chairman, your bill, the Young Americans Act of 1987, S. 476, provides a means for real effort and real investment. It is the only piece of legislation in the U.S. Senate which will get us as a Nation out of the business of wishing and into the real work of developing comprehensive programs and policies for children, youth and their families.

The Child Welfare League of America strongly urges this Subcommittee to favorably support S. 476.

Thank you.

[The prepared statement of Mr. Baker follows:]

TESTIMONY OF

THE CHILD WELFARE LEAGUE OF AMERICA

BEFORE THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

HEARING REGARDING

S. 476

THE YOUNG AMERICANS ACT OF 1987

APRIL 30, 1987

PRESENTED BY

CHARLES L. BAKER

EXECUTIVE DIRECTOR

BUCKHORN CHILDREN'S CENTER

BUCKHORN, KENTUCKY

Mr. Chairman and members of the subcommittee, my name is Charles L. Baker and I am Executive Director of the Buckhorn Children's Center in Buckhorn, Kentucky. I am, as well, a member of the Child Welfare League of America. On behalf of the League, I am delighted to be here this morning to express our strong support for S. 476, "The Young Americans Act of 1987." We appreciate your introduction of what we believe to be a landmark piece of legislation with regard to policy and services for our children and youth and we appreciate the opportunity to testify to its merits.

The Child Welfare League is the only privately supported organization in North America solely devoted to improving services for abused, neglected, and deprived children. We are a national association of more than 450 child welfare agencies in the United States and Canada, with an additional 1200 affiliates in 27 state associations. Among our membership, for example, are Family Service, Inc. of New Britain, Connecticut; Saint Mary's Home for Children, in North Providence, Rhode Island; and the South Carolina State Department of Social Services.

Mr. Chairman, I plan to submit my written statement for the record and briefly summarize my remarks this morning, but before doing so, I would like to read a brief passage which I believe well summarizes the need for the Young Americans Act.

> This nation, the richest of all world powers, has no unified national commitment to its children and youth. The claim that we are a child-centered society, that we look to our young as tomorrow's leaders, is a myth. Our words are made meaningless by our actions -- by our lack of a national, community, and personal investment in maintaining the healthy development of our young, ...by our tendency to rely on a proliferation of simple, one-factor, short-term and inexpensive remedies and services.

> It is shocking to know that thousands of children are still excluded from our schools, that millions in need go untreated, and that many still suffer from malnutrition. We recognize in these ills some of the sources and symptoms of poverty and racism in which all of us as a nation take part. Poverty, in this richest of world powers, is still our heritage.
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> In spite of our best intentions, our programs are insufficient; they are piecemeal; are fragmented; and do not serve all those in need. Unwittingly, we have failed to commit our vast resources to promote the healthy development of our young. We have yet to devise a strategy which will maximize the development of our human resources.

Mr. Chairman, that quote might well have appeared in yesterday's Washington Post or have been the conclusion of some recent report issued by the Senate Children's Caucus. Instead, it comes from the Report of the Commission on Mental Health for Children, published in 1970. Today, seventeen years later, it remains tragically relevant.

If anything, the plight of our nation's children is worse today than in 1970. Drug and alcohol abuse have seen a fifty percent increase. The proportion of unmarried teenage mothers has increased six-fold. Single, female heads-of-households are up from 12 percent in 1970 to 23 percent today -- a one hundred percent increase. Rates for high school drop-outs are higher. Teenage suicide, homicide, and unemployment are up precipitously and childhood poverty now claims one of four children under six. Yet, we have no unified national plan or policy for our children and youth.

Incidentally, the statistics referenced above were not gleaned from a social work handbook or prepared by child advocates. Rather, they are contained in the Report of the Business Advisory Committee for the Education Commission to the States. The business community is beginning to realize the dire straits in which our children find themselves and it

is high time that the Federal Government begin to provide leadership for public and private sector partnerships to address the situation.

That is why we are so pleased with the Young Americans Act. It is the only piece of Federal legislation that places children, youth, and their families on center stage before decison-makers at the Federal, State, and community level. It acknowledges what the business community already knows; if you want to get somewhere, you've got to plan where you want to go and how to get there. The Young Americans Act utilizes this common business sense by setting a course and establishing a plan of action for our nation's children and youth.

S. 476 is crafted carefully after another Federal act of Congress which has worked so well for an older generation -- the Older Americans Act of 1965. The Older American's Act has proven conclusively that when Federal, State, and local efforts are concentrated and public and private cooperation encouraged, problems can be solved. Government, in partnership with private citizens, made a difference for the elderly in 1965 through the Older Americans Act. We need to do the same for children in 1987. The 100th Congress owes children the same commitment it has has already sucessfully made to older adults, who are also vulnerable because of their age.

As S. 476 becomes more widely known, I believe you will find support growing. Just two weeks ago, the National Collaboration for Youth, an affinity group of the National Assembly of National Voluntary Health and Social Welfare Organization endorsed S.476. This group includes the

American Red Cross, Girl Scouts of the USA, Future Homemakers of America, and the YMCA. The Steering Committee of Generations United, a national coalition of nearly 100 intergenerational groups, has made the Young Americans Act one of its top policy priorities for this year. Other supporters include Catholic Charities USA and the National Coalition of Hispanic Health and Human Service Organizations.

The objectives of the Act, similar to those of the Older Americans Act, were initially proposed by the Wingspread Conference on a National Youth Policy, held in Racine, Wisconsin, in December of 1985. Sponsored by the Wingspread Conference Center and the National Network on Runaway and Youth Services, the conference included participants from the Child Welfare League, The National PTA, The Association of Junior Leagues, the National Governor's Conference, the Children's Defense Fund, the Urban League, the National Assembly, the National Coalition of Hispanic Health and Human Services Organizations, the National Youth Employment Coalition, and many others, including youth participants. From that conference, an ongoing work-group was established and met throughout 1986, dedicated to the goal of formalizing a national policy for children and youth. Each of the Wingspread work-group participants supported this goal from their own perspective, and all agreed that leadership from Congress would be crucial to success. Mr. Chairman, you and the other co-sponsors of S. 476 have provided an excellent legislative vehicle for that purpose.

As you might imagine, given the Child Welfare League's early advocacy for the development of a national policy for children and youth, we tend

to view the Young American's Act, even now in its infancy, through the eyes of proud relatives or godparents. For a few minutes, let us brag and compliment you on a few of its fine points.

It is workable. The older Americans of this nation have already cleared a path and paved the way. Modeled as it is after the Older Americans Act, the Young Americans Act asks nothing bureaucratically or administratively of Federal, State, and local governments that has not already been successfully achieved by them on behalf of older individuals. Those achievements need only be replicated for children, youth, and families.

It is affordable. While modeled after the Older American's Act of 1965, the Young Americans Act does not need to be funded at a level equal to the 1987 appropriation of the Older Americans Act. It could be initiatated nationally for as little as $15 to $20 million. While participation is voluntary, all states and territories could intitiate planning activities as specified in section 304 (a)(1) for about $15.9 million in Federal outlays; the Federal Council on Children, Youth, and Families (patterned after the Federal Council on Aging) would be authorized at $200,000; and Federal program and project evaluations are authorized at $300,000. With a $20 million appropriation for its first year, that would still leave more than $3 million for intial Part B supportive service awards and the intiation of activity for the 1990 White House Conference on Young Americans. It will require an investment. But in wisely authorizing "such sums as are necessary" for State and local activities, it allows Congress to determine the level of investment each year, based on State and community progress. Since the

Young Americans Act invests money early in young lives, it is sure to pay future dividends in increased productivity and self-sufficiency.

It establishes in law the Administration on Children, Youth, and Families. As we understand, the Administration on Children, Youth, and Families (ACYF) currently exists only as an organizational entity within the Department of Health and Human Services (HHS). Under current law, the Secretary of HHS can reorganize ACYF out of existence. Children, youth, and their families need to be assured that there is a focal point within the Federal government coordinating services to meet their needs in the same way that the Administration on Aging is created within HHS to address the needs of the elderly. S. 476 establishes ACYF in law and gives it specific responsibilities for which it can be accountable to Congress. This safeguards existing programs administered by ACYF from being shifted to other organizational entities within HHS without Congressional approval. Rumors of proposed shifts have already surfaced this year. S. 476 is the only legislative vehicle available to stop such plans should they be pursued.

It provides State and local flexibility. The Young Americans Act, like the Older Americans Act, suggests how States and communities plan; not what they plan. It recognizes regional needs and resources across the nation and within individual States.

It recognizes that the problems of youth do not arbitrarily end at age 18. The Older Americans Act recognized that the problems of aging

did not arbitrarily begin on the 65th birthday. Eligibility was extended to those 60 and older, and, for employment programs, to those aged 55 or older. The Young Americans Act recognizes the needs of youth in transition. Youth without training, youth without jobs, youth without shelter, and youth without education will not have these lackings satisfied immediately upon reaching age 18. S. 476, in using age 24 as a cutoff point for eligibility, gives states and communities the latitude needed to properly plan services to provide opportunities for successful transition to self-sufficiency and adult responsibility.

It is comprehensive and will lead to the development of a national policy for our children and youth. As with the Older Americans Act, the Young Americans Act recognizes the need for a comprehensive approach to the needs of children and youth. S. 476 involves the concentration of Federal, State and community resources around the objectives of assisting children and youth to secure opportunity for (1) the best possible physical and mental health; (2) adequate and safe physical shelter; (3) the highest quality of educational opportunity; (4) effective training, apprenticeship, and productive employment; (5) the widest range of civic, cultural, and recreational activities; (6) comprehensive community services; (7) and genuine participation in decisions affecting their lives.

It seeks youth development and positive outcomes for America's children, rather than simply providing fragmented remedies to treat problematic symptoms as they occur. In many of our current approaches, we are like people standing on the banks of a river trying to "save" children and youth who "drift" by with various problems, such as drug

abuse, depression, poverty, delinquency, or school failure. As we extend them a pole or throw out a rope, some are indeed saved. But far too many are lost. While continuing these efforts, the Young Americans Act recognizes the need to "walk upriver" and find the hole in the bridge (and the gaps in resources and services) that causes kids to fall in the river in the first place. By patching that hole (and filling those gaps), we will save far more lives.

It recognizes those children and youth with greatest economic and social needs. While S.476 encourages the development of programs and policies for all children, youth and their families, it requires emphasis on those with special needs--those removed from their families in out-of-home residential placement, those living in poverty, those who may be victims of discrimination for whatever reason.

It recognizes the value of youth participation and responsibility. One of the strongest points in S. 476 is its consistent involvement of youth themselves in working toward solutions which will affect their lives. This is the surest way to teach responsibility, and promote self-sufficiency, and contribute to the development of productive adults.

It calls for a White House Conference on Young Americans. Patterned after the productive White House Conferences on Aging held each decade, a White House Conference on Young Americans is authorized by S. 476 for 1990. While there are those who will minimize the impact of "just another meeting," we should remember that the Medicare program which so effectively serves this nation's elderly was born at just such a "meeting" held in 1960. The White House Conferences on Aging have been

instrumental in formulating a strong national policy for older Americans and there is every reason to believe that a White House Conference on Young Americans could be just as productive.

Mr. Chairman, there are, of course, some ways that S. 476 could be improved, but, thanks to the hard work of you and your staff, these are mostly of a perfecting and clarifying nature. Rather than discuss these minor amendments, we will simply attach a brief sheet with this testimony for your consideration during subcommittee mark-up. We would especially like to see adoption specifically included as an area of Federal, State and local concentration and would suggest that State and local advisory councils be established to advise State and local decision-makers. We would hope that representatives of private, nonprofit child and family service agencies would be specifically included on such committees.

Mr. Chairman, in conclusion, it is clear that the American public knows our children need help. Recent polls done independently by Lou Harris and the American Association of Retired Persons (AARP) show that across the generational board, Americans recognize children and youth as the most vulnerable segment of our population. That is good. But there is likewise a good deal of "wishing" going on. As a nation, we wish our kids would grow up safely. We wish they would grow up strong and well. We wish they would get a good education and good jobs. We wish their rates of poverty were lower. We wish for them an even better life than what we have enjoyed.

The Adminstration and many of us in the public and private sectors have formally and officially "wished" on paper that things will get better for our kids by the year 2000. That is known by some as the "Tinkerbell" planning method. We can wish as hard we like but if we do not put real efforts and real investments into this nation's young, in the year 2000, today's children will come up empty-handed and some other witness before some other subcommittee of the Congress will be relating how much worse things have become since 1987 for tomorrow's children.

Mr. Chairman, your bill, the Young Americans Act of 1987, S. 476, provides a means for real effort and real investment. It is the only piece of legislation in this United States Senate which will get us, as a nation, out of the business of "wishing" and into the real work of developing comprehensive programs and policies for children, youth and their families. The Child Welfare League of America strongly urges this subcommittee to favorably support S. 476.

Senator DODD. Thank you very much.

Mr. Reilly, welcome.

Mr. REILLY. Thank you, Mr. Chairman. I am here to express support for the concept of the Young Americans Act on behalf of the National Council on Aging, of which I am Senior Vice President.

The Leadership Council of Aging Organizations, of which NCOA is a member, and Generations United, the intergenerational coalition, of which NCOA is a co-founder, also support this legislation.

Some people may be surprised by an advocate for the elderly is appearing on behalf of legislation for children and youth.

Senator DODD. Not at all. We have Claude Pepper as a cosponsor.

Mr. REILLY. Exactly so, and we work very closely with Mr. Pepper, as you know.

NCOA is not new to this area. Over the years, we have developed and disseminated a series of program models of older persons providing services to children and youth, and youth providing services for older persons. We participated in the Wing Spread Conference on Intergenerational Programming to encourage more movement in this area. And as a follow-up to that meeting, we joined with the Child Welfare League of America to found Generations United as a counterweight to those who have been promoting intergenerational conflict. After all, the young and the old are the most natural allies, they are each other grandparents and grandchildren.

Another reason I am testifying is that the Young Americans Act has been patterned after the Older Americans Act. I am very familiar with that legislation and the programs under it, since for seven years I was the Deputy Commissioner of the U.S. Administration on Aging, responsible for carrying out its programs.

A significant portion of the NCOA membership is made up of community service provider agencies who are funded under the Older Americans Act, and I will be testifying before Senator Matsunaga this after noon on its reauthorization.

The primary purpose of the Older Americans Act appear to be equally appropriate for children and youth, to establish a focal point for needs assessment, planning, coordination, and assessment at the national, State and local levels, to promote the development of a comprehensive coordinated service delivery system in each community, to increase access to services for those who need them, and to reduce fragmentation of services in order to assure that service delivery is coordinated to meet the specific needs of the individual, to gather and disseminate information about needs and ways to meet them, and to provide advocacy at the Federal, State and local levels toward meeting those needs.

A national network on aging has emerged in response to those purposes. It is made up of the Federal Administration on Aging, 57 State agencies, 670 area agencies on aging, 10,000 senior centers, and 8,500 other service provider agencies, augmented by approximately 87,000 volunteers who participate in these programs and national voluntary agencies.

State and area agencies regularly develop plans which identify needs, resources, gaps in resources, other sources of services and funds and set priorities, and reach out to other agencies and other programs to achieve coordination of services.

A White House Conference every ten years and a Federal Council on Aging which meets regularly provides stimulus and reinforcement to this process. Again, in our view, this general design seems transferable to the area of children and youth.

The aging system is hardly perfect, but it has shown a continuing capacity to identify emerging trends and adapt to them, because it is based on a continuing process of needs analysis, planning, and cross-program coordination at the local level.

It is a flexible model, which accounts for State to State differences and locality differences, while promoting a Federal-State-local partnership based on bottom-up planning.

I believe that the Young Americans Act can provide a parallel vehicle for the achievement of significant improvements in service access, coordination, and appropriateness for children and youth.

Thank you, Mr. Chairman.

Senator DODD. Thank you very much.

June, welcome again.

Ms. BUCY. Thank you.

Children are said to be, our most valuable resource, but our streets tell a different story.

Mr. Chairman and members of the Committee, I would like you to know that the National Network of Runaway and Youth Services has worked long and hard for our Young Americans Act.

Our members, over 1,000 community-based youth serving agencies, see themselves as something of a window on the world. As families and children come to us in crisis, we begin to see those emerging trends, we see problems that we as emergency centers or even as youth service centers simply cannot handle because the problems are so comprehensive.

It was from this vantage point and concern that the National Network was encouraged and invited by the Johnson Foundation to hold a Wingspread Conference on Forming of a National Youth Policy. There were 23 national youth organizations and five young people gathered together to discuss the framework for such a policy.

From that meeting, a statement emerged which, as you will recognize, is a part of the Act that you introduced. Children and youth are inherently our most valuable resource. Their nurturance, welfare, protection, healthy development, and positive role in society are essential to the nation. They deserve love, respect and guidance, as well as good health, shelter, food, education, productive work, preparation for responsible participation in community life, that they have increasing opportunity to participate in the decisions that affect their lives is essential.

The family is the primary care-giver, and the source of social learning which must be supported and strengthened. When families, however, are unable to assure the satisfaction of these needs, it is society's responsibility to assist them. At a minimum, all youth needs and deserve access to the best possible physical and mental health, adequate and safe physical shelter, the highest quality of educational opportunity, effective training, apprenticeship, productive employment, the widest range of civic, cultural and recreational activities, comprehensive community services which are efficient, coordinated and readily available, and genuine

participation in decisions concerning the planning and managing of their own lives.

We have been joined by the National Collaboration of Youth, as you said, and are very pleased that major national youth organizations of this country are working comprehensively together to help you in enacting this bill.

As people have said today, things are not going well for children in this country. Young people are not only the poorest, they are the most victimized by violence of any part of our population. Child abuse reports are up 54.9 percent between 1981 and 1985, and adolescents suffer more than their proportionate share of abuse and maltreatment. Although that is not generally realized, and adolescents do not receive anywhere near their share of care from the child protective system.

Teenage suicide rates are alarming. Runaways are a major concern of our agency, and we find many children leaving home and being at jeopardy on the streets because they cannot find a safe place to go.

Studies have indicated that of children who come to the shelters, over 70 percent of them have been violently abused in their own homes. These are not kids running off to the circus for a lark. They are seriously disturbed children.

There are some by estimates, and the reason we have to estimate is that no one has been able to count, some 200,000 to 500,000 young people who have no safe alternative living arrangement at all, are excluded from adult homeless shelters and have no system whatsoever to call on, so they are living on the streets of our country. And Esteban is one of those young people and will share some of his experiences with you.

Our illiteracy rate is terribly high. Teen pregnancies have grown so that children having children becomes an important part of our concerns.

We feel that we can no longer afford this fragmented approach to our reactive stance to children's problems. We need a comprehensive approach to planning and coordination of all services.

We applaud you and Senator Pepper for introducing this Act and feel that it will meet not only the needs of young people but also the needs of service providers for those people as we attempt to pull our services together.

There are provisions in the Act which we find particularly important, and my written testimony will cover those. Others have discussed the importance of an Administration for Children, Youth and Families that has certain responsibilities obligated to them in law.

We feel very strongly that States should be part of the planning and coordination of services so that they will have a buy-in and an ownership. We particularly like the Ombudsman program for children in out of care service.

One of our members did a survey in Massachusetts last year. Surely, Massachusetts is one of the States that does the best by their children. The study, called "Ride a Painted Pony on A Spinning Wheel Ride," gives a snapshot of what happens to young people when they go into shelter care or emergency care in Massachusetts.

These young people average six placements in one year. If they have started on their merry-go-round and the first placement took place sometime between their infancy and the year they are 13, the average is 11 placements a year. Only 5 percent of the children in emergency care had been in the same place for a solid year; 65 percent had been in up to five emergency placements. These children are having their developmental process sabotaged and there is absolutely no way they can go to school. We are simply throwing away a large percentage of our children, not because families do not function, but because when we as a State decide to function for the family, we are doing a worse job.

As on a carousel, children are placed on a painted pony which promises them a safer world but for far too many their spinning ride cycles them endlessly through the system, with no planned destination.

We would like to point out that the Young Americans Act does not restrict the age of youth to being 18. A study done by Westat says that 65 percent of the children in the four States whose records they examined had been discharged from foster care at their 18th birthday, without finishing high school.

We are taking children into our care and discharging them, 65 percent, with no possibility of having a productive life, at least based on the training that they have received when they are in the care of the State. Youth themselves need to participate in decisions concerning their care.

I was charmed when your young guests this morning invited themselves to the White House Conference. We look forward to the enactment of this Act and to that conference, and I would like to invite another guest and that is our young person who is with us today.

Before I introduce him, I would like to get in the record something that I am sure moved you as much as it did me. At the press conference where you and Mr. Pepper introduced this bill, he was asked by someone from the press how much this would cost, and his immediate reaction and said as a slogan for our efforts is "whatever it takes, it is less than the value of the children."

I think that catches the spirit of honoring the achievements, the potential and the intrinsic value of our youth. And I would like to introduce to you Esteban Tomas. Esteban is from Los Angeles. He is 18 years old. He is a member of the Board of Directors of the National Network of Runaway and Youth Services, and he has lived on his own since he was 13.

He is now working as a peer counselor with troubled youth in the Los Angeles area and can share with you some of his experiences from that vantage point.

Senator DODD. We welcome you, Esteban, We are delighted to have you with us. Do you have any comments you would like to share?

Why not share with us a comment or two about your program.

Mr. TOMAS. Sure. I work currently for two runaway shelters in Los Angeles, one full-time as a youth advocate in which I am providing individual, group and family counseling to homeless and runaway youth, and one I work part-time as a peer counselor.

In both agencies, I see my role as being real valuable in the sense that I have lived in many shelters, one of which I currently work in, and I can relate to what the youth are currently going through and their whole process and what it takes in going through the crisis intervention part of their stabilization and so forth.

In referring to the preamble of the Young Americans Act, there is a sentence, the first sentence, that states, "Children and youth are inherently our most valuable resource and their welfare, protection, healthy development and positive role in society are essential to the nation."

I started thinking about what that means to me on a personal level and what I perceive that as stating, and in my eyes it is essentially saying the kids of today are the future of tomorrow, these are the kids who will be running the nation, and 4 years from now these are the kids who will be sitting in the very seats where we are all sitting right now doing what we are doing right now. And I think that a statement like that has so much power behind it that it needs to be acknowledged more than what is written on paper.

The second sentence states, "Children and youth deserve love, respect, guidance, as well as good health, shelter, food, education, productive work, preparation for a responsible participation in community life," and so forth and so on.

I stood back and said what does that mean to me again, and I realized the different things that kids need from day one. This is what preparation is all about, this is preparing a kid, this is guiding a kid, this is giving him support, the emotional, mental support that he needs to get where he needs to be in this world.

A lot of kids lack half of these things that I just mentioned, not even one or two of them exist in their homes.

The third sentence states, "The families, the primary care giver and the primary source of social leaning which must be supported and strengthened, but when families are not able to insure the satisfaction of these needs, it is society's responsibility to assist them."

I can speak from my own experience in stating that is a very right on the money statement, meaning families are supposed to be there for their kids, they are supposed to be there for one another. Unfortunately, a lot of families are dysfunctional and because of that the kids suffer, for whatever reasons, whether it is chemical dependency abuse, et cetera.

These kids end up on the streets. If society does not do anything for these kids, they have nowhere to go, they have nowhere to turn, they have no one to turn to for help. I can speak from my own experience in stating that in Los Angeles County there are 10,000 to 20,000 homeless kids estimated being on the streets. There are a total of 44 beds to serve these youth.

That is sad. That is real sad. I feel very fortunate. I lived on the streets for many years and I hustled and I stole and I did involvement in drugs, the whole gamut, just like other kids do as a means of survival. I am very fortunate to be here today as a youth advocate advocating for the rights of youth on their behalf who, as the youth who have experienced that, and who is currently advocating what I was provided assistance in. I think it is real important that we acknowledge how valuable our youth are and realize that there

are not very many of them who live on the streets who have the opportunity to turn around and move into a stabilization kind of living situation and take care of themselves at a better level.

I want to refer for one moment to the Federal Council on Children and Youth and Families in the Young Americans Act. This establishes a Federal Council on Children, Youth and Families to be composed of 15 members. Members shall serve terms of three years without regard to the provisions of Title 5, United States Code. Members shall be appointed by each appointing authority as to be representative of rural and urban populations, national organizations with interest in children, youth and families, business, labor, minorities, and the general public.

I would like to state that I think it is very, very important that youth participate on that council. I think we as service providers, who as people who are interested in youth can talk about what we perceive youth as needing. I think it is also real valuable to get a youth's perspective as to what youths need.

Senator DODD. That is a very good suggestion.

Ms. BUCY. Thank you.

[The prepared statement of Ms. Bucy follows:]

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TESTIMONY PRESENTED TO THE

SENATE SUBCOMMITTEE ON CHILDREN, FAMILIES, DRUG, AND ALCOHOLISM

BY

JUNE P. BUCY

EXECUTIVE DIRECTOR

THE NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, INC.

APRIL 30, 1987

national fund for runaway children

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Children are said to be our Nation's most valuable resource, but our streets tell a different story.

Mr. Chairman, and members of the Senate Subcommittee on Children, Families, Drugs and Alcoholism; I am June Bucy, Executive Director of The National Network of Runaway and Youth Services and I am pleased and encouraged by this opportunity to address you on the need for a "Young Americans Act."

The National Network is a membership organization of over 1,000 community-based youth serving agencies. A large share of our members are runaway shelters and are involved with street kids. These shelters work with families and youth in crisis on a day-to-day basis. It is often said, that these agencies are the windows on the world. We hear from these front-line service providers, the many meanings of family and the reality of the "youthful condition." It has from this vantage point and a concern for young people and their families that the Nation Network focused our efforts on the need for a comprehensive, positive statement on the needs of youth. We at the National Network have been actively pursuing the development of a National Youth Policy for the last two years. In the winter of 1985, we collaborated with the Johnson Foundation to hold a "Wingspread" Conference on a National Youth Policy. Twenty-three national youth organizations and five young people gathered together to discuss the framework for just such a statement on the Nation's responsibility to its children.

The numerous hours spent on the formation of that statement resulted in a declaration of what a Youth Policy should encompass and a commitment to place youth on the National agenda. Taking those tasks to heart, our members have established a priority of working both legislatively and programmatically on a "National Youth Policy." (Attached to this testimony is our 1987 Resolution on a "National Youth Policy.")

The demographic trends we are hearing so much about are realities of the young people we work with and reality in which they must grow-up.

Child Abuse: Reports of child abuse are up 54.9 percent between 1981-85.

Poverty Rate of Children--nearly half of all black children are poor, and one white child in six is poor. Fourteen million children are living in poverty.

Teenage Suicide Rate: Since 1950 the rate has increased 150 percent.

Estimates of Runaways: An estimated one million young people leave home at least overnight because they cannot cope with their home situations. Some studies of sheltered youth list abuse for these children at over 70 percent. permission each year.

Homeless Youth: 200,000 to 500,000 youth are estimated to have no safe alternative living arrangement and call the streets home for some time each year.

Illiteracy: Thirteen percent of all 17 year olds are functionally illiterate.

Teen Pregnancies: Each year over 1,000,000 teenage pregnancies occur: three out of four are unintended.

How has this Nation dealt with these alarming trends? The response is often reactive and focused on whatever "hot" topic catches the public's attention or pulls at their heart strings. We can no longer afford a fragmented federal effort, nor take a reactive stance.

The "Young Americans Act" is a pro-active, planning approach for the future of the Nation. Our future is our children. Planning for our children is what we all do as good parents, and it is time we as a Nation plan for our children's future, too.

While we have a moral obligation to commit resources to our future, we should also acknowledge the reality of needing our young people. For the first time in recent history, the number of youth seeking employment, may closely match the labor market needs. Unless we make an unprecedented effort to coordinate efforts in education, social services and employment, this generation will find themselves unprepared for the task before them.

The phrases heard over and over again are: "gaps in service", "falls between the cracks", and "lost in the system."

"COMPOSITE VIGNETTES"

Amber is a beautiful 16-year old. She looks like her mother, who died two years ago--the deep-set eyes, the big smile , although she seldom smiles.

Amber's sister, Jane, promised their mother that she would care for Amber, would see that she had a place to live, finished school, and was able to be on her own.

Jane, herself, cannot find a job. She has no place to live, so she has gone with a man who will not allow Amber to share his small apartment.

Amber has found her place on the streets with the other kids. She worries that without school she will never be able to become a nurse and fulfill her other dreams. Those dreams used to be as bright as the colored lights sparkling on the glistening trees.

* * * * *

Doreen, a 15 year old, grew up in an abusive home. Removed at age 13, she has lived in a foster home for the past two years. Eventually, her foster parents found her "troublesome behavior" intolerable and evicted her. Their reasons were her disobeying a curfew and being caught drinking beer one evening. Doreen spent two consecutive months in emergency shelter care. While initially responsive and cooperative, her behavior became increasingly disobedient as the 60 days passed. Her worker was able to place her in a 90-day diagnostic program where she reportedly needed restraint for kicking and biting. Ninety days later, with no place to go, Doreen was referred back to the emergency shelter she had left three months earlier.

* * * * *

A large share of the young people our members see every day on the streets of Chicago, IL, Bridgeport, CT, Miami, FL; Des Moines, IA; and countless other cities, towns and suburbs are the end products of fragmented, piecemeal approaches to assisting our youth and their families. If we look even closer in our own backyards, one can see these same young people. The next time you are shopping in the local mall, really look at the young people

just milling around. They could be runaways, homeless, or simply lost children. The suburbs may not have a "visual problem" on their streets, because it is moved indoors. It is often difficult to perceive the problem in this situation--but it's there.

Mr. Chairman, we applaud you and Senator Claude Pepper for introducing such meaningful legislation, as the "Young Americans Act." Your leadership and that of the other co-sponsors has taken shape as a vehicle expressing the expectations, concerns, hopes and fears of a parent of a runaway, a teenage mother, a frustrated school teacher, a Camp Fire leader and all Young Americans and will provide a plan of action for them. Children are our most valuable resource and this piece of legislation places the development of that resource on the priority agenda of the Nation.

Support for this legislation is building across the country and from a number of national youth serving agencies. At their last Executive meeting, the National Collaboration for Youth, an affinity group of 14 national youth organizations, from the National Assembly of National Voluntary Health and Social Welfare Organizations, Inc., formally endorsed the "Young Americans Act" and called for its enactment. They are also following a parallel programmatic course examining the needs of youth and how best to turn around the dismal trends affecting youth.

Members of The National Network are fully in support of the S.476, "Young Americans Act", and I would like to take this opportunity to highlight the provisions which have special relevance to our membership and the young people with whom they work. We would also like to see added a reference to adoption and those supportive services in the areas to be planned.

First, is the legislative authority to establish an Administration on Children, Youth and Families in the Department of Health and Human Services. This office currently operates within the Department of Health and Human Services, but its continued existence hinges on the Administration's structural management of the Department. It is difficult to believe that Congress had not already mandated the existence of an office, which focused on the needs of children, youth, and families. The "Young Americans Act" takes this long over due step and sets in place an essential change in the structural administration of the federal programs for children, youth and families. Young people and their families will now be able to say there is at least one officewithin the mass bureaucracy of the federal government dedicated to their well-being.

Beyond establishing legislative authority for this office, the "Young Americans Act" specifies planning and coordination of effort as a primary function of the Bill. The key to this entire Act is, in fact, the idea that in order to best assist young Americans we, as a country, need to have a plan, a policy and the commitment to follow-through.

This follow-through is the challenge to the states, and therefore, state and local involvement is essential in the planning and development of the "Young Americans Act." States need to have investment in the planning and that comes from participation and collaboration in the process.

We can no longer afford to let the current trends in education, health care, suicide, homelessness, child abuse, family dysfunctioning and youth unemployment continue unchecked, neither can we continue to shore-up the futures of young people with band aids. The bleak forecast that these trends predict need not be the blueprint for the future. America has the knowledge

and the resources to improve the quality of life for children who will become adults in the year 2000. We have the raw materials within our grasp, and with the enactment of the "Young Americans Act" we will have the vehicle to plan and coordinate the most effective use of those resources.

It is not only morally inconceivable that we continue on in a piecemeal fashion but also fiscally unrealistic. America needs all her children. We cannot dismiss any group as unworthy, uneducated, rebellious, nor forgotten. We lose more in the long-term, than we have ever "saved" financially by any spending cut.

When questioned on the cost of this legislation, at the Press Conference announcing the introduction of the "Young Americans Act", Senator Claude Pepper responded, "Less than the value of the children."

The ombudsman program and the state grants are in our estimation the backbone of the planning, advocacy, coordination and actual delivery of service. The young people we work with are often involved with some kind of out-of-home placement system either in their past experience, present living arrangements, or their future.

Such data is reflected in a 1985 study, "Ride a Painted Pony on a Spinning Wheel Ride..." A snapshot sample comprising 50 percent of all emergency shelter care facilities for out-of-home youth in Massachusetts. The average child was placed in six different living arrangements during one year. Normal developmental growth is often missing or robbed from a teenager who is trapped in such a system or forced into the transient street life. The earlier the abandonment, the more destructive the situation. If a child was removed from the home for the first time between infancy and age 13, they were

more likely to average 11 moves per year than the six previously sited. Only 5 percent of the children in this study remained in a stable placement for the year preceeding the study and 65 percent sought emergency shelter care up to 5 times. The system is, "As on a carousel (ride), children are placed on a painted pony which promises to take them to a safer world. For too many, however, their spinning ride cycles them endlessly through the system with no planned destination."

The ombudsman program, along with state and area planning agencies as outlined in the "Young Americans Act" would examine these issues and work towards a more coordinated plan for young people. It is hoped that the options for placement are increased and the family support services are strengthened so that more families can remain intact.

Two significant threads which run consistently throughout this legislation are the points that "youth" includes young people over the age of 18 and that the young people, themselves, are involved in the implementation of this Bill. It needs to truly be a "Young Americans Act." A young person does not suddenly become an adult on the morning of their 18th birthday nor magically walk into a productive adult life style. Their involvement in this effort will enhance the usefulness of its outcomes. These are areas continually sited by our members and others as existing "gaps in service."

Finally, the promise of and commitment to a White House conference on Young Americans speaks again to placing "youth" on the National agenda. It is time we give more than lip-service to young people, they need and deserve center stage.

We, at The National Network commend you, Senator Dodd on calling these hearings and taking up the guantlet for Young Americans.

Children <u>are</u> our Nation's most valuable resource!!

ACTION RESOLUTIONS
PUBLIC POLICY, ADVOCACY AND LINKAGES

1 **NATIONAL YOUTH POLICY**
(Action)

WHEREAS the National Network has a firm committment to initiate and sponsor the development of a comprehensive National Youth Policy, and

WHEREAS the members of the National Network have adopted the following philosoplical basis for a National Youth Policy:

Children and youth are inherently our most valuable resource. Their nurturance, welfare, protection, healthy development, and positive role in society are essential to the nation. They deserve love, respect, and guidance, as well as good health, shelter, food, education, productive work, and preparation for responsible participa tion in community life. That they have increasing opportunity to participate in the decisions that affect their lives is essential. The family is the primary caregiver and the source of social learning which must be supported and strengthened. When families, however, are unable to ensure the satisfaction of these needs, it is society's responsi bility to assist them.

At a minimum all youth need and deserve access to:

1. The best possible physical and mental health;
2. Adequate and safe physical shelter;
3. The highest quality of educational opportunity;
4. Effective training, apprenticeship and productive employment;
5. The widest range of civic, cultural, and recreational activities which promote self-esteem and a sense of community;
6. Comprehensive community services which are efficient, coordinated, and readily available; and
7. Genuine participation in decisions concerning the planning and managing of their lives.

AND WHEREAS the National Collaboration for Youth has established a goal to enact a Young Americans Act by the year 1990,

NOW THEREFORE BE IT RESOLVED that the National Network works towards the development of a National Youth Policy and the enactment of a Young Americans Act by the year 1990. Furthermore, the National Network supports the of the National Collaboration for Youth and the campaign for a National Youth Policy Steering Committee in spearheading this effort;

BE IT FURTHER RESOLVED that the National Network will strongly support the development of an equal partnership between youth and adults in shaping and implementation of legislation directed toward and affecting the lives of youth in our nation;

BE IT FURTHER RESOLVED that the National Network will support collaborating ties with the supporters of the Older Americans' Act and others who have led the way in improving the well-being of age-related minorities.

Senator DODD. Thank you all very much. I have some questions for you, but first I want to tell you how much I appreciate your expressions of support for the Young Americans Act. I cannot tell you with specificity how successful we are going to be politically in trying to move the bill along, but I would urge you to assist me in that effort to the extent you can. Obviously, many of you here represent very effective organizations and you have done tremendous work, both substantively and politically. So, you appreciate how this process works.

There are only so many hours in a day and you can focus the attention of your colleagues on only so many things in a given week or month or year. But my hope would be that we would be able to move this.

As you all pointed out, we are not talking primarily about dollars in this bill. As far as this bill is concerned, it is very small. There are minimum dollars. Rather, we are trying to plan, organize, and establish a mechanism for effectively allowing every level of government to coordinate its activities. Helping our limited resources to have the maximum impact is what this legislation is designed to do.

I think we are beyond the point of convincing people that it is important. I do not know of many people who do not appreciate the importance of the issue, so I think we have crossed that hurdle. That is a major hurdle.

We have an awful lot of people out there who want to do things. What we lack, it seems to me, is the structure that allows people to effectively plug into a system where their interests and their resources can be harnessed.

So you have supported the bill this morning, and it is extremely helpful to have that kind of support. Dr. Blake, we again thank you for your comments about David Guyer, and I know you will express the sincere best wishes of the Committee and others in terms of having him back on his feet. We thank you as well for being with us today. I see your assistant is not focusing right now, but he will one of these days.

Mr. Baker, you talked about the kids that come in and out of your program four, five, six—you mentioned as many as twenty times. How do you envision the ombudsman program working in such a way as to minimize that? I mean that is just outrageous. How we can expect young people to come out of that kind of pinball machine is beyond me.

Mr. BAKER. One thing I think you might consider in the final version of the bill, that the language be clarified to state that State agencies as well who are delivering services should not be in the position of hiring or sponsoring the ombudsman themselves, it has to be somebody that really has the freedom to look at everybody who is providing foster care and all kinds of out of home care.

Senator DODD. Yes.

Mr. BAKER. That is the issue, at least in Kentucky what I see is that workers are only looking for the least restrictive kind of environment for children, looking for a family-type setting. As long as it is a family, then it does not matter what the children need, somehow they do not get the message of how disruptive and how abusive this is, for the system is actually abusing the children by

moving them from place to place. These children, when they come to our place, they are destroyed, they do not think anybody has any commitment to them or any care about them at all. They are experts at figuring out ways to make you believe that they are not worth caring about.

Senator DODD. Well, I hope you are right in terms of how that program can work. That is almost a guarantee. The present system is built-in, guaranteed failure.

Mr. BAKER. Right.

Senator DODD. It is the aberration that succeeds. Not that our witness from California would probably want to consider himself as such, but I think he is the exception.

Mr. BAKER. Yes.

Senator DODD. Something happened along the way some place that somehow pumped you out of that system. It appears that you are a whole person, but the likelihood that was going to occur was pretty minuscule. I am sure your own experience was like those of the people that you knew between the ages of 13 to 17 or whenever it was that you managed to get back on your feet, I presume you could probably count on one hand the number of people you knew who made it out of that morass. I may be exaggerating a bit, but I think you get my point.

Donald Reilly, I cannot thank you enough, and I talked to Claude Pepper about your involvement. You can provide some real assistance for us because you are absolutely correct, we modeled this on the Older Americans Act.

I think an awful lot of politicians, when they speak to a seniors group immediately talk about social security, Medicare, Medicaid, prescription drugs, all of those things. They assume that is what that audience wants to hear about, and so that is what they talk about.

I have found that while they are interested, they are far more interested in children. It is the strongest subject matter for them.

I mean they obviously want to know what you are going to do on social security. We are all interested in things that affect us directly. But if you want to provoke strong group interest in a subject matter and you are not sure what you ought to talk about when you are speaking to a group of older Americans, you should start talking about kids. Let me tell you, it just rings bells.

So I am not surprised you are here, Mr. Reilly. I would be fascinated in having Dr. Gallup do a survey, among people 65 and over, and ask them to list the issues that are important. I would be willing to wager that children and their future would do as well as social security in that survey.

Mr. REILLY. Absolutely.

Senator DODD. It would do as well as social security among older Americans. I was going to ask if you agreed with that, but you say you do.

Mr. REILLY. Well, I certainly do agree with it. Just as several examples of that, the Foster Grandparent Program, which has been in existence for a number of years, we helped bring it into existence, and the reason we brought it into existence was the pressure from out of the older persons community, saying what can we do to help children. As a matter of fact, we are about to mount another

demonstration to show that senior centers can be used as afternoon care locations for latchkey children.

As we talk to our senior citizenship membership, we get very positive responses to that. It is clear—well, the comment I made I think is really the key to it, that the people who talk about generational conflict or generational warfare talk about it as though older people are a separate part of the population, totally detached from children and, as I say, in most cases the children are the grandchildren of the older people and the older people are the grandparents of the children.

Senator DODD. Yes.

Mr. REILLY. There is a real bond there.

Senator DODD. Yes, and there certainly is a tremendous commonality of interest as well. People that are living on fixed incomes in many cases are not capable of getting back in the work force. And children cannot yet get into the work force, so their options are limited.

Mr. REILLY. Yes.

Senator DODD. I have a lot of options open to me, not just because I am a Senator but because of my age. A child and an older American are so limited in terms of their mobility and the things they can do. To me, it is natural that the two constituencies be joined.

Mr. REILLY. I agree absolutely.

Senator DODD. Let me ask something else as well. I am sure one of the arguments I am going to get as I move this bill along is, look, Senator, you are talking about changing all sorts of things within the bureaucracy. Having spent seven years in the Executive Branch of government, I want you to give me a good honest answer. Have I asked anything in the bill, in terms of the bureaucratic administration of this program that is difficult to achieve?

Mr. REILLY. Well, I will say up front that any change is difficult for those people who confront it, because it requires modification of how they operate. But in terms of the practicality of what you are asking for, it seems to me it is ultimately practical.

I sat in executive staff meetings in the Office of Human Development Services with the Commissioner and the Deputy Commissioner of the Office of Children, Youth and Families across the table, and it became clear in a number of instances that the lack of a formal charge to them for leading in planning and having a counterpart at the State level to be a focal point on planning and advocacy, and similarly at the local level where there are many—for example, Head Start centers, but those are straight service delivery oriented, and it seems very much to me that everything that—the language may be modified, there may be some smoothing out that can be done, but the principal concept of a focal point at the Federal level and a chartered focal point in the Federal case, at Federal, State and local level, is charged with looking over the spectrum of what is going on, looking at the needs.

As you hear these needs being described today, there is obviously a compelling need for that sort of overview, the sort of analysis of what kind of plan can begin to attack those in an orderly kind of way.

I would say there may be some people who say that it is organizationally difficult, but my answer to that would be you should not listen to them because they are talking about minor problems.

Senator DODD. I suppose there is one school of thought that will say, well, it would be a nice thing, Senator, to bring a lot of people to Washington for a White House Conference. There could be a ceremony in the Rose Garden where the President does his schtic and maybe 20 seconds at night on television about it. Just how important is a White House Conference—something that becomes part of the agenda, not something that you have to fight for year in and year out? How important is the regularity if these conferences—either annual or bi-annual?

Mr. REILLY. Well, I think that probably is related in part to how it is structured. In the aging area, what has happened is that it has been a broad national kind of conference, with sort of a parameteral structure and local community forums being held. This is every ten years, these White House Conferences, so that it is affordable. I mean there is a gap between them so that you can see what happens as a result of the last one and built for another one, but it builds up from the bottom with community forums, State forums and then into the White House Conference with representatives from all across the country who really bring in views from all of the communities across the country, so what you are hearing in one setting is the kind of things you are hearing today on an anecdotal basis, in this coming in already sifted down, priorities having been identified, and then sitting down to look at how the national agenda ought to be modified for the next ten years to attack these problems.

In my view, it has been a very successful mechanism, structured that way.

Senator DODD. So it has been helpful, in your mind?

Mr. REILLY. It has indeed. If you go back, Medicare itself, in my view——

Senator DODD. Came out of a White House conference.

Mr. REILLY [continuing]. Was largely pushed forward by the White House Conference on Aging, and similarly with the Older Americans Act.

Senator DODD. That is a good point. I had forgotten that.

Dr. Bucy, again we thank you for being here. I do not know if you saw it, but Geraldo Rivera did a program recently on runaways and, as only he can do, he was sticking microphones in kids' faces and saying, "Why don't you go home?"

George Miller, a Congressman from California, who is the Chairman of the House Select Committee on Children, Youth and Families, has brought out in testimony that children running away from home are making very adult decisions to leave. I use the word "adult" in the sense of making rational, well thought-out decisions to leave. We are not talking about someone who gets mad at his parents and takes off for an afternoon or goes somewhere and disappears for a night. I am talking about the runaway who disappears for weeks on end or more, where the decision to really pack the bag and leave is a very responsible decision. In other words, an adult confronted with a similar type of situation would draw the

same conclusion—there is no other escape, there is no other way to resolve this other than to leave.

So when Geraldo Rivera does a program on runaways and he asks people, "Why aren't you going home?" he does not realize in many cases for that child to go back home would only be a further deterioration of that child's ability to exist. That is not to say the street is a very good alternative, but we do not seem to provide much in between. What is your name? It is Estaban——

Mr. TOMAS. Tomas.

Senator DODD. Estaban comes out of that situation. I agree with George Miller on that.

Ms. BUCY. I agree that children have a pretty good reason for leaving usually. They run away from situations. Very rarely though do they run to anything. But the idea that the streets are safer than their own homes is probably not the most adult idea in the world.

People think of running away and the crisis of it and, as you say, that getting back home is the big issue. Many of these children's families do not exist. There is no home to go to, most often, because the State at some point has said that that family is not worthy and it has broken the ties and the kids do not even know where their parents are, much less know that they would be accepted there. But there are other tragedies of living on the street, particularly for a child. You simply cannot access services. If an adult leaves home and gets sick, he can go to a doctor and the doctor treats him without worrying that somebody is going to sue him for treating a minor. Young people on the street cannot access medical care. They cannot go to school. Schools will not take them in if they do not have an address and a guardian who will be responsible for them if they get into trouble or whatever. Most often schools want a taxpayer living in the district before they allow a young person to enroll.

Another reason is if they are going to live on the street they do not have time enough to go to school, because most young people can only get very low-paying jobs and the process of making enough money at a minimum wage and still being able to go to school is real difficult.

The kids cannot sign leases for apartments. There are just all sorts of legal structures that keep even the best and the brightest pretty busy in making it on their own.

One point that has been made here but I would like to make a little stronger is that these young people who run away, who live on the streets and are considered troublesome and perhaps get into the delinquency are, by and large, really wonderful young people. They are not the kind of kids that just sit there and let the world come and happen to them.

They look at their destructive homes where they are being abused, actually molested, no one has their welfare at heart, and say this is getting me nowhere, I want something better for my life. Those of us who work with these kids find, while tragic at times you could pull your hair, it almost always is the mistakes of the adults that drive us up the wall.

The kids themselves are creative, they are healthy-minded, they are well worth the effort that it will take to bring them back into

the mainstream of our society, give them that opportunity to get a job and to grow up and be healthy, productive citizens, and they can make it.

Senator DODD. Well, that is encouraging.

Let me ask you, Esteban, do you agree with that assessment.

Mr. BAKER. Senator, excuse me, I have a plane to catch and I thank you very much for the opportunity.

Senator DODD. We have kept you a lot longer than we intended.

Mr. BAKER. That is perfectly all right.

Senator DODD. We are delighted to have you with us, Mr. Baker. Thank you for your support.

Mr. BAKER. You are welcome.

Senator DODD. Esteban, what is your assessment of what Dr. Bucy has just said?

Mr. TOMAS. I absolutely agree 100 percent. I think in addition to what Ms. Bucy just said, a lot of these kids are being pushed out of their homes and thrown out.

Senator DODD. You left home when you were 13?

Mr. TOMAS. Yes.

Senator DODD. Where was home?

Mr. TOMAS. Home at that time was in Sacramento.

Senator DODD. In Sacramento. And was it a single-parent home situation?

Mr. TOMAS. A single-parent situation, three children. There was abuse going on in the home, and suddenly I realized it was not the situation or environment I chose to be in. I decided that I wanted to work that out or find another alternative, so I was shown the door at that point.

Senator DODD. And you went to Los Angeles?

Mr. TOMAS. No, I traveled back and forth throughout the United States for about two and a half years. I lived in about 13 different shelters.

Senator DODD. At 13?

Mr. TOMAS. 13, 14, 15, yes.

Senator DODD. Back and forth across the United States?

Mr. TOMAS. Greyhound was my best friend.

Senator DODD. And then finally Los Angeles?

Mr. TOMAS. Finally, Los Angeles. I——

Senator DODD. How did you spin yourself out of this thing? You are highly articulate.

Mr. TOMAS. Thank you.

Senator DODD. How did you——

Mr. TOMAS. I stayed in the shelter in Los Angeles, which terminated me from their program because they stated I was a young man who had unrealistic dreams and expectations. They sent me to an agency——

Senator DODD. What was this?

Mr. TOMAS. I had unrealistic dreams and expectations, meaning I was six years old and I——

Senator DODD. It sounds like you may be able to make it in politics. [Laughter.]

Mr. TOMAS. They referred me to an agency that was supposed to provide transportation for me back to San Francisco, where my mother was living at this point. The agency was going to do that.

They stated that it would take at least one or two days to get all the paperwork analyzed and I said great, take your time. And the woman that I was working with or that was my caseworker said, "You don't want to go, do you?" And I said, "No, I do not," and it was the first person who (a) did not want anything from me but what I wanted, and who (b) gave me the chance to think and express what it is that I truly wanted to be doing, not what other people were suggesting or ordering that I do. And I think it was that feeling of being involved in a decision regarding my life and being told it is okay for you to do this, and here are some of the realities that it might work and here are some realities of why it might not work, but go for it anyway and give it a try, and that was the turning point.

Senator DODD. When did that happen?

Mr. TOMAS. That happened when I was 15, which was——

Senator DODD. A couple of years ago.

Mr. TOMAS. Right.

Senator DODD. And you finished high school or are you still in school or——

Mr. TOMAS. I have taken the California high school proficiency, and I have started at Santa Monica Community College. As I am taking my college courses, I am also finishing up my high school to get a high school diploma, because the proficiency is only valid in the State of California.

Senator DODD. I suspect you are not having any difficulty with that at all.

Mr. TOMAS. Because of my workload, I actually am, but other than that no problem.

Senator DODD. You are not going to convince me. You are too bright for that, obviously.

Mr. TOMAS. Thank you.

Senator DODD. Well, good luck with all of that, and I hope you will stay with it. You know, I hope you will do whatever you want to do with your life, but I hope part of it will be telling others of your experiences, even if that becomes only a small part of your life as the years roll by. Too often I think people come out of situations like that, and the natural thing to do is to want to just put it behind you. It is too painful. But you bring a tremendous knowledge and expertise and credibility to the discussion about it. It is too valuable to have you around to not be involved with young people like yourself. The problems of young people are not going to go away with the bill or anything else.

I would hope that at least part of you would want to continue to do what you are doing now. Whatever else you may decide to do with your life, this would be a part of it. We need people like you to be around, and to say to people like myself, your heart is in the right place but you are on the wrong track. We need to know from people who have been through experiences like yours and from others who have worked in these areas that what we are doing makes sense.

I appreciate your being here this morning.

Mr. TOMAS. Thank you.

Senator DODD. You have been of great help to us.

Senator McConnell unfortunately could not make it by this morning, but I have his testimony and, without objection, his testimony will be made a part of the record, together with a statement by Senator Harkin after my opening remarks. A statement from the YMCA will also all be made part of the record at this point.

[The statement referred to follows:]

April 30, 1987

STATEMENT OF THE YMCA OF THE USA ON S. 476, THE YOUNG AMERICANS ACT

Submitted to

THE SUBCOMMITTEE ON CHILDREN, YOUTH, AND FAMILIES OF THE

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

Since 1851, YMCAs have been working to improve the spiritual, mental, and physical health of American youth. Today, 6,000,000 young Americans under age 18 participate in YMCA sports and fitness, child care, youth employment, Youth in Government, parent-child, and other youth programs. Through this close involvement with young Americans, YMCAs are acutely aware of the problems they face, problems that make them, indeed, a generation at risk. Some stark facts suggest the dimensions of the problem:

* 5,000,000 "latchkey children" must care for themselves while their parents work;

* 1 child in 4 under the age of 6 lives in poverty;

* Every 90 minutes, an American teenager commits suicide;

* The health and fitness of American youth is poor, and getting worse;

* More than 1/4 of all teenagers who enter U.S. high schools will not graduate.

America simply cannot accept these threats to the health and well-being of our youth, and thus to the future of our country. It is for this reason that the YMCA of the USA strongly endorses S. 476, the Young Americans Act. By establishing a framework for the effective coordination of youth services at the federal, state, and local level, the Young Americans Act would contribute importantly to a better future for American youth. The YMCA of the USA applauds Senators Dodd and McConnell, and the other co-sponsors of the Young Americans Act for the leadership they are providing on this important legislation. In the name of American youth, the YMCA of the USA strongly urges other members of Congress to join with them to ensure the speedy enactment of the Young Americans Act.

Senator DODD. I want to thank Save the Children again.

Doctor, you are gracious to be here, along with others, as part of this program. I look forward to it every year and I mean that. It is always intriguing and fun. I love to hear what the kids from across the country have to say.

Mr. BLAKE. Senator, we cannot thank you too much for your support and for the support of all of our groups for the children of this nation.

Senator DODD. Well, my goal before I leave the Senate of the United States is to change this situation where our country ranks 20th in terms of infant mortality and where kids make up the poorest sector of our population. My goal is to get us out of the cellar on these issues. That should not be hard to do, and I am determined to try and do it.

So I thank all of you for being here this morning, and the Subcommittee will stand adjourned.

[Whereupon, at 11:51 a.m., the Subcommittee adjourned.]

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